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# Design for Development in

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## The Initiation of a Regional Planning Program

Richard S. Thoman











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DESIGN FOR DEVELOPMENT IN ONTARIO :

*The Initiation of a Regional Planning Program*

by

Richard S. Thoman

Former Director of the Regional Development Branch

Department of Treasury and Economics  
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Government of Ontario  
—

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1971



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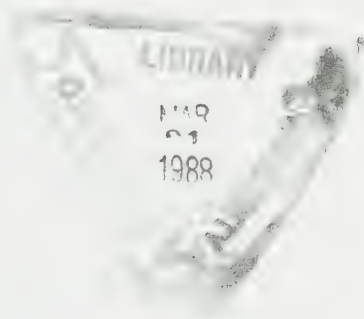
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## INTRODUCTION

On May 5, 1970, the Honourable John P. Robarts, then Prime Minister of Ontario, publicly released a Concept for the orderly growth of the Toronto-Centred Region. In doing so, he stated:

*“Design for Development: Toronto-Centred Region is a far-reaching Development and Planning Concept which will shape our future and that of our children and their children. It will influence where we shall live, where we shall work, where we shall play. It will have an enormous impact on the course of development in the very heart of our Province.”*

On that same day, the Honourable Charles S. MacNaughton, then Treasurer of Ontario and Minister of Economics, after presenting the details of the Concept, added:

*“Our Design for Development for the Toronto-Centred Region indicates basic considerations for orderly growth, both present and future. It results from several years of effort, and includes comments from the many individuals and groups reacting to the June, 1968, release of the Metropolitan Toronto and Region Transportation Study. It therefore is a Concept we believe to be feasible and sound.”*

Also on that occasion, the Honourable W. Darcy McKeough, then Minister of Municipal Affairs, said:

*“The Province intends to use this Concept as a set of reference points in considering official plans, official plan amendments, proposals for subdividing land, and any other applications for approval. It would seem reasonable to expect all such proposals to be consistent with the Regional Development Concept.”*

These statements and declarations regarding the orderly growth of Toronto and its immediate region are part and parcel of a new, dynamic, and far-reaching Regional Development Program for Ontario which as yet is not generally and fully understood. The main purpose of the Program is to examine carefully the regional implications of all Provincial budgetary spending, especially planning projects, so that decisions can be made not only in the light of administrative efficiency, but also of regional impact. The Program deals with the entire spectrum of Provincial budgetary expenditures—with such human aspects as education, health, urban and rural change, and the well-being of the native Indian and other minority groups; with such economic features as the location of key production and trade and of important transportation facilities, and with such physical setting concepts as wise use of land, water and air.

Ontario's Regional Development Program is based on the fundamental principle of parliamentary democracy—of innovation by the people, of continual reference to the people, and of approval by the people—before and during formulation of specific policies. It is based also upon a second fundamental

principle of coordination among the three levels of government and private enterprise. In concert with all interested public and private groups, the Program seeks to encourage order where growth is spontaneous and to stimulate growth, again in an orderly way, where this is desirable. The Program seeks also to maximize social and cultural opportunities in the various regions, and to conserve the physical setting.

In his budget speech as a representative of the new Cabinet of Prime Minister William Davis, presented in April, 1971, the Honourable W. Darcy McKeough, now Treasurer and Minister of Economics, stated:

“The regional development program is one of the most important responsibilities of the Treasurer of Ontario and Minister of Economics. Consequently, I intend to ensure that all proposals coming before Cabinet and the Treasury Board with regional implications will be reviewed and assessed in the light of our regional development policies. I will also endeavour to ensure that, in the development of long-run expenditure plans and priorities within individual departments and agencies, the regional component will be clearly identified and stressed. I will also carry forward the work of my predecessor aimed at ensuring that federal expenditures within Ontario complement the Province’s planning objectives”.<sup>[1]</sup>

Clearly, there is an on-going commitment by the Government of Ontario to regional development.

The author of this little book was privileged to serve as the first Director of Ontario’s Regional Development Branch, from January, 1967, to February, 1971, and to participate in the recommendation of many of the policies that now are under consideration. The book is an account of Regional Development in Ontario—and of its importance to both the present and the future of the Province. Although Ontario now is in the forefront of the world-wide regional development movement, the idea did not originate here. In succeeding chapters, we shall trace the origins of this idea; its application to Ontario; its overlap with, and distinction from, regional government; and—most important of all—its potential in Ontario.

[1] “1971 Budget, Ontario”, Toronto, Government of Ontario, Department of Treasury and Economics, pp. 22-23.

## CHAPTER I

### REGIONAL DEVELOPMENT AS AN IDEA

Regional development as an idea is based upon the fundamental question, "Keeping in mind the financial resources which are available, what combination of social, economic, and physical conditions should be treated in each area, and how should these be treated?" Its importance lies not only in the question itself, but in the reality that the question must be asked over and over again with the passage of time and with the focus of attention on different sets of conditions and places—but always viewed against a background of the interest and financial resources of the political unit of which each area is a component.

Regional development, therefore, is a *process* involving a continuing re-examination of objectives and means in view of continuously changing events. On the one hand, its roots in history are so deep as to be scarcely distinguishable, because man began to plan his activities when reasoning replaced instinct in his existence. On the other hand, regional development as a modern idea is not yet thoroughly understood—certainly not in practice—especially because of the extreme complexity of the modern world. Despite current emphasis upon models, we have no Grand Model which we can adapt, with minor changes, to regional development situations. Instead, utilizing mathematical and other models, the best additional tools at our command and—most important of all—our experience and the experience of other countries, we apply our qualitative judgment in reaching solutions that appear logical for our time and the foreseeable future.

#### Definition of Terms

Before proceeding further, let us define a few terms—not because they have not been defined before, but in order to be certain of the meaning as used in this book:

**Change** is alteration from existing conditions. Such alteration may be either increase or decrease.

*Growth* is increase, whether favourable or unfavourable.

*Decline* is decrease, whether favourable or unfavourable.

**Planning** is the establishment of logical objectives and of the means for their attainment. Planning is a process involving continuous re-examination of objectives and means in view of current conditions and of change.

**Development** is planned and implemented change.

A **region** is a substantial portion of the earth's surface delimited on the basis of one or more unifying criteria. Regions may be *homogeneous* (recognizably distinctive because of a natural or cultural feature such as the Rocky Mountains or the Wheat Belt); or they may be *functional* or *nodal* (such as the trading area of a



metropolis, city, or town, with transportation and communication lines emanating from such a nodal urban unit to the trading area.

**Regional development** is the planned and implemented change of a region, as defined above. In current practice, most development regions are of the functional or nodal type, and include the territory of more than one municipality but of less than one entire nation. (For further discussion, see pp. 7-10.)

## The Growing Importance of Regional Development

That there is increased attention to regional development is indicated by an enormous and increasing literature.<sup>[1]</sup> In this little volume, devoted primarily to Ontario, we have space only for an overview of the idea. We shall treat that overview under the following headings:

The Comprehensive Nature of Development;  
The Planning Region and Growth Point;  
Aggregative and Disaggregative Development;  
Measurement, Scale and Data Requirements;  
Experience outside Ontario.

## The Comprehensive Nature of Development

Inasmuch as development is concerned with improving man's relationships with his fellow man and with his physical setting it involves, centrally or tangentially, a number of components. It is concerned with a *structure* which is located in *space*, related to *time*, and subject to *interaction*, both at a specific time and with change in time.

- [1] See especially: Pillai, N.G., *et al.*, *Regional Development and Economic Growth: Problems, Analyses, and Policies*, Ottawa, Planning Division, Department of Regional Economic Expansion, 1969; Thoman, Richard S., *Selected Bibliography on Regional Development in Canada and the United States*, Toronto, 1971.

The Canadian reader who wishes a succinct review of regional development in Canada is referred particularly to: Brewis, T.N., *Regional Economic Policies in Canada*, Toronto, The Macmillan Company of Canada Ltd., 1969; Gertler, L.O. (Editor), *Planning the Canadian Environment*, Montreal, Harvest House, 1968; Krueger, Ralph R., and R. Charles Bryfogle (Editors), *Urban Problems*, Toronto, Holt, Rinehart and Winston of Canada Ltd., 1971; Lithwick, N.H., *Economic Growth in Canada: A Quantitative Analysis*, Toronto, University of Toronto Press, 1967; Lithwick, N.H., and G. Paquet (Editors), *Urban Studies: A Canadian Perspective*, Toronto, Methuen Publications, 1968; Thoman Richard S., "Ontario's New Regional Development Program," International Geographical Union, Commission on Regional Aspects of Economic Development, 1971 (available at Regional Development Branch, Ontario Department of Treasury and Economics, Toronto, Ontario); Wood, W.D., and R.S. Thoman (Editors), *Areas of Economic Stress in Canada*, Kingston, Queen's University Industrial Relations Centre, 1965.

## Structure

We can consider structure to be more or less layered, like a sandwich or the colours in a rainbow. This concept, at least as applied to man, has been expressed well by Aruthur Koestler in his imaginative book, *The Yogi and the Commissar*, as:

**“I like to imagine an instrument which would enable us to break up patterns of social behaviour as the physicist breaks up a beam of rays. Looking through this sociological spectroscope we would see spread out under the diffraction grating the rainbow-coloured spectrum of all possible human attitudes to life. The whole distressing muddle would become neat, clear and comprehensive.”**<sup>[2]</sup>

If we can add to that spectrum the physical conditions which are constantly receiving impact from man, and which have some effect upon man, we can complete the “rainbow-coloured spectrum” with which practitioners of regional development must cope. This structure ranges from such social and cultural aspects as education, health, and recreational and artistic needs and wants, through economic, political and social needs and wants, to the wise use of the physical setting.

## Space

But the regional development spectrum does not end with structure alone. It is also concerned with space. On this earth, as indeed in the solar system and the universe, tangible expressions of ideas do not exist in a vacuum. They exist in specific places. Some, like factories, or retail stores—or even metropolitan areas—occupy little space compared with their capital value or the value of the goods and services they produce. Others, like farms or forests, occupy much space per unit of value and output. These human settlement features exist within a context of a physical setting which is itself made up of surprisingly varied combinations of land, water and air, and hence is very diversified. The location of these combinations of man-made and physical features is critically important to the well-being of not only the small area but also larger regions with which they are associated.

## Time

There also is the dimension of time and process. We live in a dynamic world of change in which, in some cases, processes are constantly recycling. We are also concerned with some change which may not be a part of a process cycle, but haphazard. The various man-made and physical features are not static, but ever

[2] Koestler, Arthur, *The Yogi and the Commissar*, New York, The Macmillan Company, 1945, p. 3.

changing. At some future time they may enlarge, decline, or otherwise be altered significantly from their present position. For this reason, development must always be in a time dimension—short-term, specific development for the immediate future, which usually is considered to be at least a decade; and longer term, more general planning for a more distant future, which in this time of rapid change can be anticipated only in general terms.

### **Interaction**

Perhaps the most critically important aspect of structure, space and time is the constant inter-relationship or interaction among man-made features, and between these and the physical setting. Events in metropolitan areas, cities and towns are not isolated, but have a strong impact upon their own internal growth, and upon surrounding areas—and, if an urban place is large enough, upon distant areas as well. By enlarging, urban places detract from the amount of land available for agriculture, or for recreation, forestry, or other prevalingly rural pursuits. Their pavement may well affect the climate of their immediate vicinities and farther away as well. The interactions of the various man-made features upon each other, particularly involving metropolises and cities, result in the various transportation and communication routes which provide the life blood of a regional society or economy.

The task of the specialist in regional development, therefore, is to bring together these structural, spatial, and temporal strands into a set of recommendations which are sufficiently logical, both as to their long term and short term implications, that they meet with general acceptance.

### **Need for Liaison**

However, the regional development specialist cannot do this alone. He requires, first of all, an initial basic input from both the people of the area and the political leaders they elect as to what they consider to be their basic needs and priorities. He must remain in constant association with political leaders and the people so that a continuous flow of information is always going back and forth.

Regional development decisions thus are not the product of a single mind or an oligarchy, but of large numbers of people acting semi-independently yet in general concert. Although the degree of individual independence is less in a highly centralized government, it exists even there. If these decisions by very large numbers of individuals and groups are completely uncoordinated, the net result, as has been shown by sad experience, is a disheartening, hodge-podge scatteration of human settlement, coupled with an inevitable downgrading of the quality of the physical setting. In a democracy, the final decision rests with the elected representatives of the people—and ultimately with the people in their choice of such representatives.



Also important is the association between the development specialist and the economist, the political scientist, the sociologist, the demographer, the soil scientist, the forest specialist, the mineral specialist, and still others whose primary interest is in some aspect of structure of the social, the economic, or natural scenes.

Finally, as we have seen, appropriate development involves structure, space and time. The ingredients of all three must always be present in any serious development proposal. However, proposals will not be meaningful if they stem entirely from the spatial viewpoint without adequate consideration of the structural components. Nor can they proceed initially and entirely from the structural components, with their spatial components assigned later on the basis of purely structural thinking. *There must always be a constant interplay between structure and space, and that interplay must always involve the time dimension.*

### The Planning Region and the Growth Point

Given the enormities of the regional development task, what is the mould into which it is to be cast? If space on this earth is to have boundaries drawn for planning purposes, on what basis should they be drawn? Clearly there should be a rationale. Boundaries for a planning region should not be placed haphazardly, but depend particularly upon the purpose of the planning and the kind of social and environmental conditions in which the planning takes place.<sup>[3]</sup>

### The Planning Region

#### Delimitation by Watershed

Traditionally, there are two major approaches to delimitation of a planning region. One, a classic example of which is of the Tennessee Valley Authority in the United States, is delimitation by river basin. The fundamental purpose of planning in such a case usually is to conserve—i.e., use wisely for our time and the foreseeable future—the ecological balance of the area. Because waterways are critical to that balance—indeed, providing its geographical configuration in arid and semi-arid areas and in other places where man has not settled densely—the

[3] For concise reviews of regional types and boundaries, see especially: Boudeville, J-R., *Problems of Regional Economic Planning*, Edinburgh, Edinburgh University Press, 1966, pp.1-21, 32-45; Krueger and Bryfogle, *op. cit.*, pp.311-320; Thoman, Richard S., and Gerald McGrath, "Regional Statistics and Their Uses: A Geographic Viewpoint," Canadian Political Science Association, *Papers on Regional Statistics*, 1965, pp.1-26.

watersheds of river basins can be considered as logical planning boundaries for this purpose. That they are acceptable as boundaries is shown by the fact that the TVA experiment has been duplicated in various other parts of the world, almost always using watersheds of river basins as boundaries. Ontario's conservation authorities, for example, are so organized.

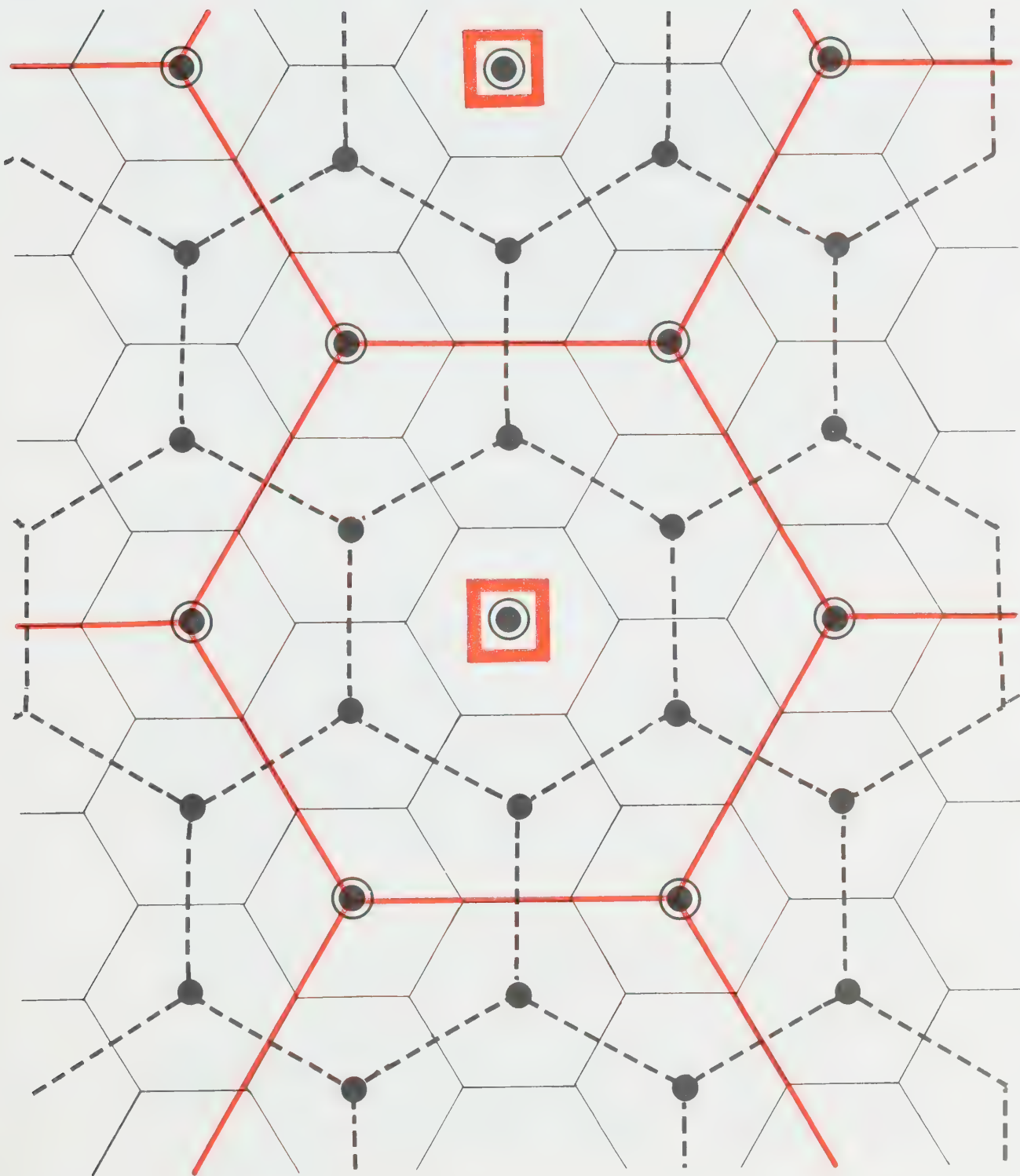
### Delimitation by Urban Systems

However, in an urbanized and/or rapidly urbanizing area, planning by river basin watershed is inadequate. The reason is simple: a mature system of urban places is an efficient, modern, *functional organization of space*. This organization takes the form, more or less, of an hierarchy, with smaller urban places and their immediate trading territories situated generally within areas of influence of the larger urban places, and these, in turn, within areas of influence of still larger urban places. Metropolitan areas or, sometimes, conurbations of two or more metropolitan areas into a megalopolis, are at the highest positions of each hierarchy. Taken together, these urban places and their trading areas comprise an intricate pattern based on a working relationship of minimum distance between centres and of minimum population to be served by each centre. In brief, no minimum distance should be so small, or no population so small, that the centre cannot continue to exist at its particular level in the hierarchy. Ideally, the resultant pattern takes the form of a series of hexagons, with each angle of a hexagon forming the nucleus of a yet smaller hexagon (Fig. 1). In a modern, highly urban, and still urbanizing area, the location of planning boundaries can be placed most logically between zones of influence of urban places so that the entire zone of influence of any given place is not intersected by a planning boundary.

To be sure, this approach means recognizing the urban places and their zones of influence as they exist *on the earth's surface*, and not according to an idealized model as shown in Fig. 1. It is also true that waterways have an effect on location of urban places, and continue to do so because of their importance as sources of water supply and sewage removal. *However, except in very dry places, where river flood plains tend to define sharp boundaries between intensively used and very extensively used land, or in areas with very sparse populations, the geographical location of waterways and river basins must be considered subordinate to that of cities and their trading areas—of human organization of space—in setting the boundaries of a planning region.* This is true even if the major concern of planning is preserving the ecological balance, because a majority of people now live in urban places where the danger of upsetting that balance may be the greatest.

### Relationship of Planning Boundaries to Political Boundaries

Another important consideration is the relationship between the boundaries of the planning region and those of a municipality, county, province, or other politically organized area. For the obvious reason that political coordination is



Metropolitan Area



City



Town

Optimum Theoretical Spacing of Different Sizes of Urban Centre  
Each hexagon represents the trading area of its respective centre.

Figure 1



necessary for effective planning, the boundaries of a planning region should not intersect any of the above boundaries. However, it is not absolutely necessary that the plan or planning region be itself a politically organized territory. Instead, it can well be comprised of aggregations or disaggregations of such territories.

We are thus confronted with the dilemma of attempting to draw boundaries based, on the one hand, upon urban places and their trading areas and, on the other, upon political boundaries. This is a difficult dilemma. Its solution is never easy, and is found always in the context of the individual circumstances in a given area. This is an excellent example where intuitive, common-sense judgment must be brought to bear upon a situation as it exists in a particular area under a particular set of conditions, and the boundary lines must reflect as many as possible of these important considerations.

### The Growth Point

Important to the concept of the planning region in this time of rapid urbanization is the idea of a growth point.<sup>[4]</sup> A regional economy does not exist by accident, or in isolation. Instead, it is structured geographically on key urban places which can be called *growth points*. In Ontario, these are called *Centres of Opportunity*. This is particularly true of regions in modern, highly urbanized areas; but it is also true to a degree in less developed parts of the world where extensive rural activities predominate, for even these activities depend in large measure upon market centres. In its simplest sense, a growth point can be considered an urban place capable of growth under specified conditions. Such growth may be either *self-sustained* or *assisted* to varying degrees. As used in this book, the term, *growth point* or *Centre of Opportunity*, refers to the general concept, whereas *growth pole* is used to refer to those large places—usually metropolitan or larger areas—which are the keystones of national growth, and *growth centre* is used to refer to those smaller urban places which are the foundations of regional growth.

The growth point idea is of relatively recent origin and has been ascribed to the French scholar, François Perroux.<sup>[5]</sup> As we shall see later in this chapter, it is employed in one of several forms in the planning of most developed countries, and in many of the less developed ones as well.

[4] For a review of both theory and practice with the growth point concept, see especially: *Regional Policy in EFTA: An Examination of the Growth Centre Idea*, Geneva, European Free Trade Association, 1968.

[5] Perroux, François, "Note sur la notion de 'pole de croissance'," *Economie Appliquee* 8:January-June, 1953, pp.307-20.

Basically, the growth point idea is a recognition of the realities of urbanization. On the one hand, as the urbanization process continues, the very large urban places—the metropolitan areas and the large cities—are growing at the relative expense of the smaller places. Secondly, and indeed as a part of this process named above, the many small towns which once used to act as “Saturday night” service centres for agriculture no longer find themselves fulfilling this role. Many of these places, particularly, are literally fighting for their existence. When a region is comprised, wholly or prevailingly, of a series of these smaller places, that region itself may be in decline, while a neighboring region, dominated by one or more large metropolitan areas, may be in rapid expansion.

### Importance for Planning

The importance of the growth point concept is that it offers hope for both the declining and expanding region. For the declining region, the assistance to a key urban place—one which has potential for growth and yet is located so strategically that it can assist other urban places around it—can mean assistance to an entire region or, at least, to a substantial part of that region. Indeed, one may say that, in such a declining region, the only sound hope of growth—short of the unexpected opening of a new mine, forest, or other primary activity—lies in the stimulation of key growth points.

On the other hand, growth of the more rapidly expanding urban areas can be given an orderly geographical arrangement through the use of growth points. These are frequently referred to as *overspill* growth points where efforts are made to move settlement from the core of a large urban place to its suburbs, or as *interceptor* growth points where efforts are made to stimulate activity some distance from the core of the metropolitan area but still within the zone of influence of that area.

Most important of all, the recognition of systems of urban places functionally related to each other, and of the key role of growth points, enables the provision of assistance to slow-growth areas through tapping of the dynamic energy of the fast-growth areas. In this idea more than any other lies the hope of redressing the heavy imbalance of population and economic growth which is now concentrating in the world's metropolitan areas and larger urban places, and of shifting some of the growth into places which may not have quite so many economic advantages, but which have total assets—economic, social, and physical—that may be equal to, or perhaps greater than, those of the major metropolitan areas.

Growth points thus can be identified by (1) their geographical position (particularly within networks of transportation and communication), (2) their functional role in the regional and national economies, and (3) their potential for growth. By and large, growth poles are mainstays of both national and regional

growth, and growth centres transmit impulses from the poles to smaller places. For this reason, the growth point approach to regional development is particularly effective within a range of 100 miles from each growth pole and large growth centre. Growth centres in more remote places usually are either oriented to primary industries or are highly specialized in both manufacturing and services, i.e., catering to high value, low bulk manufactured goods, or to such services as can function there.

### Limitations

Use of the growth point concept in regional development has two potential drawbacks which must be kept in mind at all times. First, in attempting to assist the less developed parts of an area by the establishment of growth centres and improved transportation and communication linkages between those growth centres and the larger growth poles, it is important to remember that growth centres in a less developed area contain the inherent potential to drain the area towards themselves—and indeed towards the larger growth poles—rather than assisting the area by tapping the energy of the growth pole. Second, an excessive decentralization could defeat the basic purpose of regional development by raising costs, especially of transportation, to the degree that a given country or province cannot compete effectively in world markets. Both dangers, however, can be offset if they are recognized early in the planning process.

## Aggregative and Disaggregative Development

One of the assets and yet one of the liabilities of development is that it is not a single, one-track process. It is, instead, a simultaneous meshing of two processes.

### Aggregative Development

On the one hand, development occurs at the local level, involving such details as localized land uses, maintenance of building codes, planning of lesser roads, provision for small recreation areas, parks, etc. This is frequently known as *aggregative development*, or *physical development*, or sometimes *microdevelopment*. Basically, it begins at the level of, for example, individual homes, and aggregates upwards in scale towards the province or state and finally the nation. This is the developmental planning with which most cities and towns are keenly concerned, inasmuch as it includes local zoning of land for various levels of residential, commercial, industrial, street, and other uses. Indeed, this is the type of planning which most people believe all development to be. It is, of course, important. But it is only one aspect of regional development planning.



## Disaggregative Development

The other aspect of regional development planning is *disaggregative*, or *functional development*, sometimes referred to as *macrodevelopment*. Here the viewpoint is that of a large political unit, looking outward towards all communities and rural places and highways within its political territory. The viewpoint may be that of a state or a province, or of a relatively small entire nation. In this case there is a realization that government spending at this level has a regional impact, and that the impact usually takes one of five forms:

1. Location of specific government facilities which themselves offer employment opportunities. With governments and government-oriented activities employing an increasingly large number of people, the location of these facilities can mean rather substantial employment and regional and community impact. Involved in this assessment of the location is the critical matter of centralization and decentralization, geographically as well as administratively, of government operations. This clearly is a philosophical as well as a developmental question.

2. The location of government facilities which provide *infrastructure*, i.e., the means for the private sector as well as individuals and public groups to carry on with their own pursuits. Included in this term are arterial highways, railways, master water and sewer lines, power lines, lines of communication, and serviced land. All these are usually grouped under the term *physical* or *hard* infrastructure. However, infrastructure also includes educational and health facilities, housing, museums, theatres, and other features which affect man's social and mental well-being. These are usually called *social* infrastructure.

3. Normal grants, both *conditional* (containing certain specifications for expenditure) and *unconditional* (without such specifications) on the part of a province or a federal government to local government. These range widely, but for obvious reasons can be considered additional means of implementing regional development recommendations, particularly where regional or local government assumes part of the responsibility for planning.

4. Direct incentives to the private sector. These usually are financial—tax relief, loans, grants or other monetary inducements—to achieve both structural and spatial objectives of a regional development program. Again, these range widely in practice as to kind and degree, but are being used increasingly by various governments throughout the world.

5. Land use controls. Governments with experience in regional development of densely populated areas have found that measures of direct land use control may be necessary, depending upon circumstances. Such measures may involve incentives or regulations—carrots or sticks—with the precise nature of each varying in accordance with the conditions to be treated. Certainly the carrot approach is the more agreeable, and preferable if its ratio of benefit to cost is acceptable.

## **Attitudes Towards Development**

Because provincial or federal governments are somewhat removed geographically from localities, and because they represent higher levels of government than that of the immediate vicinity, individuals may tend not to associate their own welfare, or that of their community or their region, with disaggregative development. However, the final impact of such development upon communities can, in fact, be much greater than that of development by the locality itself through aggregative means alone.

## **Major Differences**

Aggregative and disaggregative development differ particularly in two important ways: scale and perspective. On the one hand, aggregative development, viewing the development process from the vantage point of the individual person or the locality, is concerned with the details which are of only passing interest in disaggregative development. The scale of the aggregative developer is such that he sees the "trees" clearly, but seldom the "forest". On the other hand, the scale of the practitioner of disaggregative development, whose perspective is from a provincial, state, or federal level, is much broader; he can clearly detect the "forests" including intermixes of "species", but usually he is not at a sufficiently fine level of detail to distinguish individual "trees".

## **Need for Overall Harmony**

One of the most important aspects of these two approaches to regional development is that, in the long run, they must be in harmony. This does not mean that either is necessarily imposed upon the other, but only that the two must point in the same direction. The broad land use allocations of, for example, a "woof and warp" disaggregative plan need to be in coordination with the localized land uses of an aggregative plan. Achieving such coordination is not always easy; the forces of aggregation and disaggregation do not always mesh automatically, and strong, determined wills in either camp may add to the difficulty. Eventually, however, such harmony is necessary if a regional development program is to have any real meaning.

## **Measurement, Scale and Data**

### **Need for More Data**

Among the least known and most desperately needed tools for modern development planning are data and measurement. The volume of data now considered as an absolute minimum considerably exceeds the amount now being gathered in the usual census. Indeed, the range of such data should include all of

the features upon which budgetary expenditures have an impact—population; education; health; cultural aspects; the economy; various levels of urban unit; primary activities like farming, mining, forestry and fishing, and a wide range of natural features.

### **Need for Fine Spatial Mesh**

Furthermore, the data need to be available at a very fine geographical mesh—much finer than entire communities or counties, which is the smallest mesh at which too many data currently are available. Ideally, in dense, built-up urban areas, such data need to be available on at least a block-by-block basis, and in rural areas on at least a lot-and-concession basis. Still more ideally, data should be published in standardized grids, rather than any kind of political framework, so that they would not be affected by changes in political boundary lines. These data grids would be spatial units for reporting whatever information—urban, suburban, or rural—that are relevant. Such standardized grids would reflect, just as a thermometer shows changes in temperature, the changing conditions from rural to urban, and sometimes vice versa.

### **Flow Data**

One of the key ingredients needed in such a data gathering system is “flow information” — data on movement of passengers, freight, and communication — subclassified by specific composition, types of carrier, and terminals of origin and destination. Particularly important in this data collection is journey-to-work information, because a commuting zone defines the outer range of intensive human interaction, on a near-daily basis, of an urban unit.

### **Geocoding**

The gathering, storage and publication of all data described above has come to be known as geocoding. Without doubt, the advent of geocoding can mean a significant forward step in effective regional development planning.

### **Dangers**

However, in the pursuit of geocoding, which is a necessary objective, extreme care must be taken to avoid excessive zeal in gathering and storing of unnecessary information, especially information which is of a private nature and which, if disclosed, can substantially harm an individual or a firm.

### **Measurement**

The two aspects of measurement which can flow from an improved data collection system are obvious but nonetheless important. On the one hand, it will be possible to compare, much more efficiently than at present, the performance

of various parts of a political unit—whether as to population change, urban characteristics, economic change, change in natural environmental conditions, or many other desired criteria—with a central norm. In this way, one can gain a remarkable degree of insight as to what is happening throughout a political unit, both absolutely and relatively.

The other main outlet in regional development for readily available data is that of constructing mathematical models to simulate various combinations of social, economic and physical conditions and processes so as to review these in theory before decisions are made on them in the real world. Although the full worth of this type of model is not yet fully known, its value to decision making ought not to be pre-judged at this time.

### Experience Outside Ontario

Although Ontario is, and has been, very much in the vanguard of the regional development movement, our province has benefited in this effort from experience in other parts of the world, notably the United Kingdom and Western Europe, where problems of lop-sided geographical distribution of population and economic activity, and of excessive exploitation of the physical setting, have been encountered at an earlier time because of heavy population pressures and related problems there. All in all, these programs have dealt mainly with economic problems, especially reduction of regional inequities and resultant migration of people to large urban places.

#### The United Kingdom

The United Kingdom was among the first of nations to recognize the need at the national level for both aggregative and disaggregative development, and to take specific action.<sup>[6]</sup>

[6] For a general review of regional development efforts by various countries, see especially: Boudeville, J-R., *op. cit.*, pp.136-171 (emphasizing French regional planning); Donaldson, Lorraine, *Development Planning in Ireland*, New York, Washington, and London, Frederick A. Praeger, 1966 (a succinct account of the Irish experience); European Free Trade Association, *op. cit.*, (particularly valuable, as the name implies, for the EFTA countries); *International Encyclopaedia of the Social Sciences*, New York, Macmillan Company and the Free Press, 1968, Volume 12, pp.102-153 (especially valuable for an overall review, including Eastern Europe and the Soviet Union); Manners, Gerald "Areas of Economic Stress - The British Case," Wood and Thoman, *op. cit.*, pp.139-155 (an excellent review of the British experience); *The Regional Factor in Economic Development*, Paris, Organisation for Economic Co-Operation and Development, 1970 (an up-to-date review of regional development policies in fifteen industrialized O.E.C.D. countries); Reckord, Gordon E., "Federal Redevelopment in the United States: Concept and Practice," Wood and Thoman, *op. cit.*, pp.123-138 (a summary of U.S. approaches to regional development, particularly valuable in conjunction with the U.S. section of the O.E.C.D. publication cited above); Spiegel, Erika, *New Towns in Israel*, New York, Washington, and London: Frederick A. Praeger, 1967 (an incisive insight into efforts by Israel in urban and regional planning); *Area Redevelopment Policies in Britain and Countries of the Common Market*, Washington, D.C., Area Redevelopment Administration, U.S. Department of Commerce, 1965 (a succinct yet thorough review of regional development policies of the countries specified in its title).



***Aggregative Development.*** Aggregative, small area development, particularly of urban communities, has a long tradition in the United Kingdom. A milestone in such development was reached in the 1930-1933 period with the completion of the Land Utilisation Survey of Britain, covering England, Wales and Scotland at a scale of 6 inches to one mile. Under the Town and Country Planning Act of 1947, planning became compulsory for all of Britain, with the county (or the county borough) the basic planning unit. Under this Act, each county was required to prepare a factual survey and a plan for future development based upon that survey.<sup>[7]</sup>

***Disaggregative Development.*** At about the same time as the British Land Utilisation Survey, the earliest traces of disaggregative development made their appearance. These were initial attempts to assist the north and east, where coal mines and coal-oriented industries had become technologically obsolescent and even obsolete. In contrast, the technologically advanced industries and those more oriented to consumer goods were located particularly in London and the Midlands, all of which are generally to be found in the southeastern portion of the country.

The first effort at amelioration of this geographical imbalance of both industry and production was made in 1928. It encouraged migration of unemployed miners to jobs in the more prosperous areas, especially to the southeast. This was quickly followed by schemes fostering the outmigration of workers formerly employed in slow growth industries.

In the early 1930s, however, emphasis began to be placed upon creation of employment within the slow growing areas, rather than encouraging outmigration. The Special Areas Act of 1934 set aside four regions of Great Britain—in the northeast, in southern Wales, in western Cumberland, and in central Scotland, where unemployment was especially high—as special areas to be given financial assistance. The initial emphasis was upon the provision of infrastructure, particularly transportation, sewerage, and power and communication. Subsequently, under the Special Areas (Amendment) Act of 1937, loans were made to industrial firms which would go to the special areas. After the Second World War, efforts have increased to offset the magnetism of fast-growth areas of the United Kingdom, especially London and the Midlands. These have included such “carrot” measures as provision of nationally-financed industrial estates (parks) and of various incentives to the private sector in areas where development is considered desirable, as well as such “stick” measures as outright prohibition of certain economic activity in London and the Midlands. The efforts have been only moderately successful in the more remote areas. Unemployment there, although still generally higher than the national average, is lower than it would have been without such efforts; and outmigration, although continuing, has been kept to

[7] Stamp, L. Dudley, *Applied Geography*, Harmondsworth, Middlesex, Penguin Book Ltd., 1960, especially pp.37-50 and 120-160.

relatively small proportions. However, a much greater degree of success has been achieved in an effort to decentralize the congestion from the city of London, and even Greater London, into a broader area well beyond the London suburbs. This effort worked so well that the population of the entire area of Greater London is ceasing to grow, and may indeed be in decline.

Both interceptor and overspill growth points have been utilized in the United Kingdom—especially the overspill centres, because the country is so small as to preclude widespread use of interceptor centres. All in all, results have been favourable, particularly in the Greater London Area, and further efforts now are being made to encourage concentration of growth into selected urban places.<sup>[8]</sup>

### Western Europe

Although approaches by individual nations vary considerably, the regional development idea has been well accepted in western Europe. As in the United Kingdom, the major attention has been given to the smoothing out of the geographic imbalances of economic activity, with particular attention to the problems of slow growth industries and areas.

**France.** The French regional development program is one of the most comprehensive in western Europe. France now has experienced five successive plans, the last extending through the period January, 1966, through December, 1970, and is in its sixth. The primary problems have been associated with the rapid growth of Paris and its environs at the relative expense of the remainder of the country, particularly the south and west, but also the north and the Rhone-Saone Valley. In attempting to solve these problems, France has relied heavily upon budgetary financing and upon the growth point concept. A National Commission for Area Re-Development sets the main guide lines for areas which require attention. These general directives then are worked into the national plan, quantified where possible, and proposed to both national and regional departments. However, to ensure appropriate regional input and viewpoint, a second agency, the Delegation for Area Re-Development and Regional Action, has substantial powers of implementation.

Incorporated into the budgetary financing are financial incentives (tax relief, loans and grants) to the private sector. Some 50,000 new jobs per year reportedly are being created as a result of this practice.

For redevelopment purposes, the country is divided into five zones on the basis of past performance. By and large, the zones qualifying for the highest assistance are in the west and south, exclusive of the Rhone-Saone Valley, and the zone for no assistance includes Paris and its immediate environs. Intermediate zones ranging from these two extremes qualify for intermediate levels of assistance.

[8] See especially: European Free Trade Association, *op. cit.*, pp.119-125. McCrone, Gavin, *Regional Policy in Britain*, London, George Allen and Unwin Ltd., 1969.

Attention is also being given to agriculture and the primary industries to improve efficiency and to transfer some employment out of these activities to manufacturing and tertiary occupations which are either oriented towards the primary industries or otherwise can exist satisfactorily in slow-growth areas.

The success to date of French policies is more or less analogous to that of Britain. On the one hand, a substantial number of new jobs has been created in the areas set aside for special assistance. This has been done without detracting substantially from France's competitive position in the world market, inasmuch as the country's economy has continued to grow at a rate which is generally favourable among technically advanced countries. On the other hand, outmigration is still rather substantial from the areas which have been receiving assistance. As in the United Kingdom, we can say that the regional development program to date in France has been a success to the degree that it has prevented abnormal excesses of inequity; but it has not, as yet, been successful in eliminating the basic trends towards inequity.

*Italy.* Italy deserves attention in this brief review of European experience particularly because of the large amount of funds allocated to the regional development effort there. Whereas the United Kingdom and France allocate less than one per cent of gross domestic capital formation (all capital accrued from internal sources) to regional development policies, Italy spends an annual average of about three per cent on this objective.

The primary difficulty in Italy is the very sharp difference in employment and income levels between the North and South, with the dividing line just below Rome (the South also including the islands of Sicily and Sardinia).<sup>[9]</sup> An autonomous government agency, the Cassa per il Mezzogiorno, was created in 1960, with a specific budget and definite objectives to treat this problem of the South. Because this area had been heavily but ineffectually agricultural in the past, initial redevelopment projects were designed to modernize agriculture, enlarge holdings in a massive land reform program, reclaim agricultural land, and foster industries which were oriented to agriculture. At the same time, efforts were made to provide roads, sewers, and other basic infrastructure for manufacturing which could be encouraged to the South. In the nearly 25 years of life of the Cassa per il Mezzogiorno, attention has shifted from the improvement of agriculture and other primary industries to encouragement of secondary manufacturing and some tertiary activities. Although a growth point policy as such has not been fostered in Italy, there have been efforts to attract industries to selected towns. A major problem in this movement has been the tendency of industries to concentrate in the very northern portion of the Mezzogiorno, i.e., near Rome and Naples, thereby collecting incentives for location in the South and yet not benefiting substantially the more remote areas there.

[9] See especially: Rodgers, Allan, "Migration and Industrial Development - The Southern Italian Experience," *Economic Geography*, 46:111-135, 1970.

As with the United Kingdom and France, there is evidence that the regional development efforts in Italy are sufficiently successful as to justify their existence, but significant inequities still remain. Also as in the United Kingdom and France, it is important to note that the most significant results have been achieved within a range of influence of the major metropolitan areas.

*Other Countries of Western Europe.* In our brief overview of regional development as an idea as practiced in Europe, we have singled out the United Kingdom, France and Italy for a somewhat detailed treatment in view of the variety of development conditions in those countries and of the methods used to date to treat those conditions. All countries in the European Common Market, and in the European Free Trade Association, now have regional development policies. The problems in individual countries vary widely, depending upon the status of the economy, social conditions, and the character of the natural environment. Moving from north to south, we might describe briefly some of the problems and arrangements for their solution as follows:

In *Norway*, regional policy and national policy are very closely interrelated and concern particularly the sparse, clustered settlement patterns widely separated by difficult terrain in a mountainous country. Policies there are directed towards better regional balance of the national economy and towards alleviating problems arising from changes in the economic structure, particularly the advent of newer, fast growth industries which tend to attempt to locate in the major metropolitan areas. Decentralization from Oslo, at least to neighbouring centres, is a major objective.

*Sweden* is concerned especially with redistributing the rather tightly clustered economic activity that now exists in Stockholm, Malmö, and Göteborg, and nearby urban places, into more numerous urban centres in the southern part of the country, and with developing the northern part of the country where fewer than one-fifth of the total people are dispersed over more than two-thirds of the national territory.

*Finland* also is examining the economic structure and settlement patterns of its more heavily populated areas, which are found to the south and east, and at the same time is making some effort to develop the west, south, and east where 80 per cent of the population lives in 40 per cent of the total national area. In this effort, a zone nearer the heavily populated portion of the country has been set aside to receive more attention than a second zone farther north.

In *Denmark* and the *Low Countries* (Belgium, Luxemburg, The Netherlands), regional development policies are intended mainly to smooth out clusters of excessive concentration into those few areas where land is still available for development.



The *Federal Republic of Germany* emphasizes also an evening out of geographic distribution of population and economic activity, but its approach is more decentralized than that of many of the other European countries. A significant proportion of the investment opportunity and decision making rests at the level of the state or *land*, under the general guidelines of the national government.

### **The Soviet Union and Eastern Europe**

Inasmuch as planning and development in the Soviet Union and its associated countries of Eastern Europe is based upon the concept of one party and virtual absence of the private sector, its direct application to the Canadian scene would be somewhat tenuous. However, some planning aspects of the Soviet Union merit our serious attention. These are:

1. The comprehensiveness of development there, in which the total ecological viewpoint has been taken from the outset. Development is concerned not only with social and economic conditions, but also with careful use of the physical setting. Understanding the interaction between social and economic processes, on the one hand, and the physical processes on the other, has been a fundamental objective of Soviet planning since its inception.

2. Particularly in the Soviet Union, there is a close analogy to the geographical situation in Canada, in terms of size and latitude (although certainly not in numbers of people, inasmuch as the Soviet Union now has more than 241 million compared with Canada's most recent estimate of 21 million). An announced objective of Soviet planning, almost from the earliest years, has been the development of Soviet Central and Eastern Asia, particularly those portions which lie nearest to the heavily populated, historically older European portion of the country. To a degree, the objective also includes the development of the Far North, even to the extent of maintaining shipping lanes throughout much of the year, despite the severe problems with ice along the northern coast. Icebreakers are employed to keep the ports and shipping lanes ice free as long as possible.

These efforts are reflected somewhat in population changes between 1959 and 1970. In 1970, the total population of the Soviet Union was 241.7 million people, of which 136.0 million were considered urban and 105.7 million considered rural.<sup>[10]</sup> Of the 36 million increase in the urban population between 1957 and 1970, 45 per cent resulted from migration of rural dwellers to cities, 41 per cent from natural increase within cities, and 14 per cent from administrative changes of settlements from rural to urban. Significantly, however, the very high increases in urban population were in two general areas: (1) along the Trans-Siberian and related railways, immediately east of the Ural Mountains, and (2) just north of the Caspian Sea. In addition, there were spotty areas of high

[10] Harris, Chauncey D., "Urbanization and Population Growth of the Soviet Union, 1959-1970," *Geographical Review*, 61:102-124, 1971.

growth in old European Russia. Growth of the Far North and the Far East in urban population has yet been relatively slow. On the other hand, growth of the rural population has been above average in the North and East of the Soviet Union, reflecting the emphasis there on primary activities.

3. A third important lesson to be learned from Soviet experience in planning has been the use of the *complex*, or cluster of naturally affiliated industries or related activities, in the development of new areas. An iron and steel plant can, for example, attract and support substantial numbers of fabricating mills and finished products plants which bring together not only steel but also related components. Many studies have been made in the Soviet Union to define carefully the appropriate location of these key plants and their related affiliate plants, and the relationship of these, in turn, to service industries. When a new area of the Soviet Union is to be developed, it is carefully considered in terms of such complexes, as well as in terms of the potential of the physical setting.

4. The fourth point of significance with respect to planning in the Soviet Union and Eastern Europe is that it has become rapidly decentralized administratively within the past fifteen years. This is true without major exception, although the mode of decentralization has not always been the same. In the case of the Soviet Union itself and of *Bulgaria* and *East Germany*, regional planning commissions have been established which have substantial authority over sectoral planning and yet which are operated within the general guide lines of the national planning commission. In *Albania*, *Czechoslovakia*, *Hungary*, *Poland*, and *Romania*, the old system of industrial management by specialized national ministries has been maintained, with the regional perspective being given more attention than previously.

In *Yugoslavia*, the highly centralized planning of the 1950s has given way to decentralized operations at the present time, with the federal government more or less aggregating many of the suggestions of the regional and local groups into a general plan. There is some concern that, in Yugoslavia, the decentralization of planning has proceeded so far as to have lost its effectiveness in terms of national objectives.

## The United States

It is difficult to cite a specific year at which regional development became a major concern in the United States. In the somewhat hectic, and yet challenging early years of the New Deal of the Franklin D. Roosevelt era, much attention was given to the idea of planning within a set of regions which would have acceptance at national, state and local levels. It was also in this time that the famous Tennessee Valley Authority came into being—an experiment which, as we have seen, was particularly concerned with preservation of the ecological balance and planning by river basin. The Tennessee River Basin was chosen because it was

large enough to be observable and yet small enough to serve as an experimental laboratory. Its success, particularly in the early years, has been so pronounced as to be copied in many different parts of the world.

It was not until the late 1950s, however, that attention began to be given to the overall regional impact of private and public sectoral economic activity. The earliest efforts, carried out during the 1950s, were mainly research and advisory, with special emphasis upon counties or clusters of counties where unemployment was high and average annual income low.

In 1961, legislation was passed which provided for action by the Federal Government in treating both urban and rural areas of economic stress. Direct action was taken by the Federal Government, working closely with local representatives. State governments were involved only to the degree of approving the arrangements that had been made. This particular activity has continued to the present day, with more participation by the state governments, under the Economic Development Administration of the Department of Commerce. Research in the early phases of this effort revealed clusters of counties, some of which are very large, experiencing similar problems. For example, almost the entire Appalachian region stood out as an area of low income and high unemployment or underemployment. Thus it was that larger regional commissions were brought into being to work directly with the states in tackling problems of a broader regional nature. These commissions have included the Appalachian Regional Commission, the New England Regional Commission, the Atlantic Coast Regional Commission, and the Great Lakes Regional Commission in the east, and the Four Corners Regional Commission in the west. Particular attention has been given to the provision of highways and other infrastructure, and to the development of key growth points which can serve as magnets of attraction to these less developed areas.

Despite some successes, two deficiencies of the United States approach are particularly noteworthy with respect to the Ontario situation. First of all, the approach was not a long range plan involving all parts of the country and all segments of the economy, but a hurried effort to identify areas which were suffering, temporarily or permanently, from economic and/or social adversity, and to "shore up" these conditions. Municipalities and counties were designated as requiring aid in one year, and perhaps de-designated in the next. Consequently, there was no consistency, whether in terms of long range planning, or in terms of harnessing the more vibrant portions of the economy to the less vibrant ones, in the overall plan. Thus, conceptually, efforts have not been sufficiently comprehensive or definitive.

The second failure in the United States has been in its implementation. This has come largely because of the substantial degree of authority at the level of the locality. Implementing any regional plan in the United States is very difficult

because individual communities, which have long cherished their independence, as yet do not understand the need to cooperate fully in a broader regional effort to solve their common regional problems. Again, we see a dilemma of aggregative and disaggregative development.

At the time of this writing, all the regional commissions except the Appalachian Commission have been given only two more years of existence, and the Appalachian Commission only four more years. The present mood in the United States appears to be to transfer most of the responsibilities for development to the state and local level. Inasmuch as a substantial share of the basic problems are sufficiently broad as to transcend state boundaries, this can only be regarded as a retrograde step.

### **The Canadian Federal Government**

The Federal Government of Canada began a direct program of identification and assistance to areas of stress in 1961. Canada's period of direct experience with the question of relative economic development thus is approximately equal to that of the United States. Like the United States, Canada had attempted earlier, limited sectoral approaches to the problem. One of the most important attempts involved the transport subsidies to Ontario markets for coal mined in the Maritimes, thereby providing assistance to the lagging Atlantic provinces. Somewhat analogous sectoral subsidies also were offered to the Western provinces. In addition, such agencies as the Prairie Farm Rehabilitation Administration have attempted to rehabilitate the physical setting since the mid-1930s.

In the early 1960s, however, three area-oriented programs were initiated by the Federal Government, each with its own administrative agency. These were the Agricultural Rehabilitation and Development Administration (ARDA), the Atlantic Development Board (ADB), and the Area Development Agency (ADA).

ARDA, begun in late 1961, was a joint federal-provincial undertaking in which federal responsibility rested with the Minister of Forestry. Approximately 50 per cent of all ARDA projects were borne by the Federal Government and the remainder by the respective provinces. ARDA's main objective was to assist rural areas. Its regulations permitted the government (1) jointly to sponsor and to contribute to costs of projects involving alternative use of land, soil and water, and rural development, and (2) to carry on research and investigation connected with any of these projects. In brief, ARDA initially was a land-oriented program. However, in 1964, after considerable criticism and discussion, ARDA's objectives were broadened at the federal level to include and even to emphasize the welfare of rural people, farm and nonfarm, who no longer could gain a full livelihood in the rural economy. A substantial section of the revised program involved provision of alternative economic opportunities, especially in selected growth points, for such people.



The Atlantic Development Board was a Crown Corporation which received Royal Assent in 1962. Its main functions were to inquire into and to foster projects for improving the economic growth and development of the four Atlantic provinces. During its rather short existence, it emphasized provision of infrastructure, especially hydroelectricity.

The Area Development Agency came into existence in 1962 under the jurisdiction of the Minister of Industry. Like the Area Redevelopment Administration of the United States, the Area Development Agency sought to identify and assist slow growth areas, using level of employment as its main criterion. The Agency attempted especially to stimulate manufacturing in such areas through tax relief and, later, through loans and grants. Although oriented particularly to urban areas (and therefore supplementing ARDA's efforts in this respect), it did not adopt a growth point policy, but designated areas on a temporary basis, de-designating them after employment levels rose. It therefore lacked the permanent impact of carefully prepared, continuous development.

In 1969, these various federal agencies, together with some others which were playing a somewhat tangential role in regional development at the federal level, were brought together under a new Department of Regional Economic Expansion. To date, this Department has been particularly concerned with the development of both rural and urban areas of demonstrated slow growth in Canada as a whole, utilizing the growth point principle and financial assistance in the form of loans and grants. These areas tend to be located especially in the Atlantic provinces, Quebec, and portions of the Western provinces. Only a part of northern Ontario, and two special areas in eastern Ontario, have been designated so far by the Federal Government to receive assistance.

In 1971, the Federal Government brought into being a new Ministry of State for Urban Affairs, whose responsibility particularly is the well-being of the metropolitan areas of Canada. The degree of overlap between this particular ministry and that of Regional Economic Expansion, especially in areas where the growth point concept is being utilized, has not yet been clarified.

Three points of interest can be made about the federal programs to date. One is that they have passed through a series of evolutionary phases which must be considered as progressive. The expansion of interest from the physical setting to include people who are affected by social and economic conditions represented a major step forward on the part of ARDA. The merging of the various agencies into a single group concerned with consistent, long-run solutions and not merely with identifying and temporarily alleviating crisis situations and areas also is a forward step, although a thorough attainment of this objective may take some time.

However, one must note that, at the federal level, there has not yet been a full realization that development is a *total* process involving not only man and the physical setting, but also all departments of government and all geographic and sectoral parts of the economy—fast growth, intermediate growth, and slow growth. The establishment of a second ministry for urban areas, with authority overlapping clearly into that for development, will not result in an effective regional development program such as has been envisaged and is now being put into practice by the Government of Ontario.

Finally, there exists considerable and increasing confusion—officially as well as unofficially—regarding the respective roles of Federal, Provincial and regional-local governments with respect to both the establishment and implementation of regional development objectives. This is particularly true where regional and urban goals overlap. Such confusion must be reduced and (hopefully) eliminated.

### **Other Countries**

Although a number of the so-called developing nations, especially China and India, have very detailed plans, their basic problems are sufficiently different from Canada's that they are not included in this brief review.

### **Implications For Ontario**

What are the implications of the general experience of regional development as an idea, in other countries as well as our own, for Ontario's Regional Development Program? They would appear to be threefold:

1. First of all, there has been recognized in many parts of the world a need to identify and solve problems at a level which is above that of the locality and yet below that of the national or provincial government. In Ontario, as we shall see, this feeling of need developed more or less spontaneously on the parts of many thoughtful people, and did not result from zealous energy of a single individual. The idea of solving problems at the regional level is very much in tune with modern thinking in this country and elsewhere.

2. A critical aspect of Ontario's Regional Development Program—indeed, the most critical—is the need for involvement by people in all walks of life. A meaningful program of regional development affects the present and future of every single resident of the province. Therefore, it is vitally necessary that the program be understood from the outset, be discussed repeatedly in open meetings, and be coordinated at all government levels. The private sector needs to be aware at the outset of the magnitude of the program and to make positive contributions. Universities need to be fully aware of the program—not only as fundamental sources of advice and research capacity, but also as professional critics.

3. Finally, it is important that Ontario's Regional Development Program be recognized as a truly umbrella program—a total effort, whether viewed from:

- a. The ecological perspective, in which attention is given not only to economic and social conditions, but also to the physical setting. Now that we have recognized the importance of both social and physical processes—and of some random events that do not necessarily recycle and therefore cannot be called processes—it is important that we maintain the ecological harmony among these.
- b. The dual perspective of aggregative and disaggregative development. This point is extremely critical. Most citizens tend to identify closely with aggregative development, which is concerned with small details of keen interest to individuals and communities, but all too often they fail to recognize the major importance of disaggregative development, where attention is given to the regional implications of provincial and federal expenditures. Harmony between these two perspectives also is vital.
- c. The totality of our efforts. Inasmuch as we are concerned with regional implications of all provincial expenditures—the entire structure of the provincial budget from social and family services to economic considerations to those involving our land, water, and air—we are interested in the entire “rainbow-coloured spectrum” of all structure—man, his economies, the physical setting. Moreover, our total effort must be spatial as well as structural. Slow-growth areas are so defined in comparison with faster growth elsewhere. They cannot be merely isolated and given temporary assistance and then left to their own resources. We must recognize the fundamental spatial inter-relationships among all parts of Ontario, as well as those links between Ontario and its neighbouring areas and trading partners, both near and far.

Our effort also must be total in time as well as space. Meaningful planning involves continuity. Continuity, in turn, is of both a short and long-term nature. While it is true that certain temporary measures may be necessary to offset or alleviate temporary conditions, serious planning must entail the achievement of long-range goals. In this regard, it is desirable that the various political parties, as they campaign at election time, may very well take positions as to how they would change the Regional Development Program, citing specifically what they would do. Thus the people of Ontario would have the opportunity to express, well in advance, their choices of not only people but also platforms of a regional development nature.





## CHAPTER II

### REGIONAL DEVELOPMENT IN ONTARIO: BACKGROUND PHASE

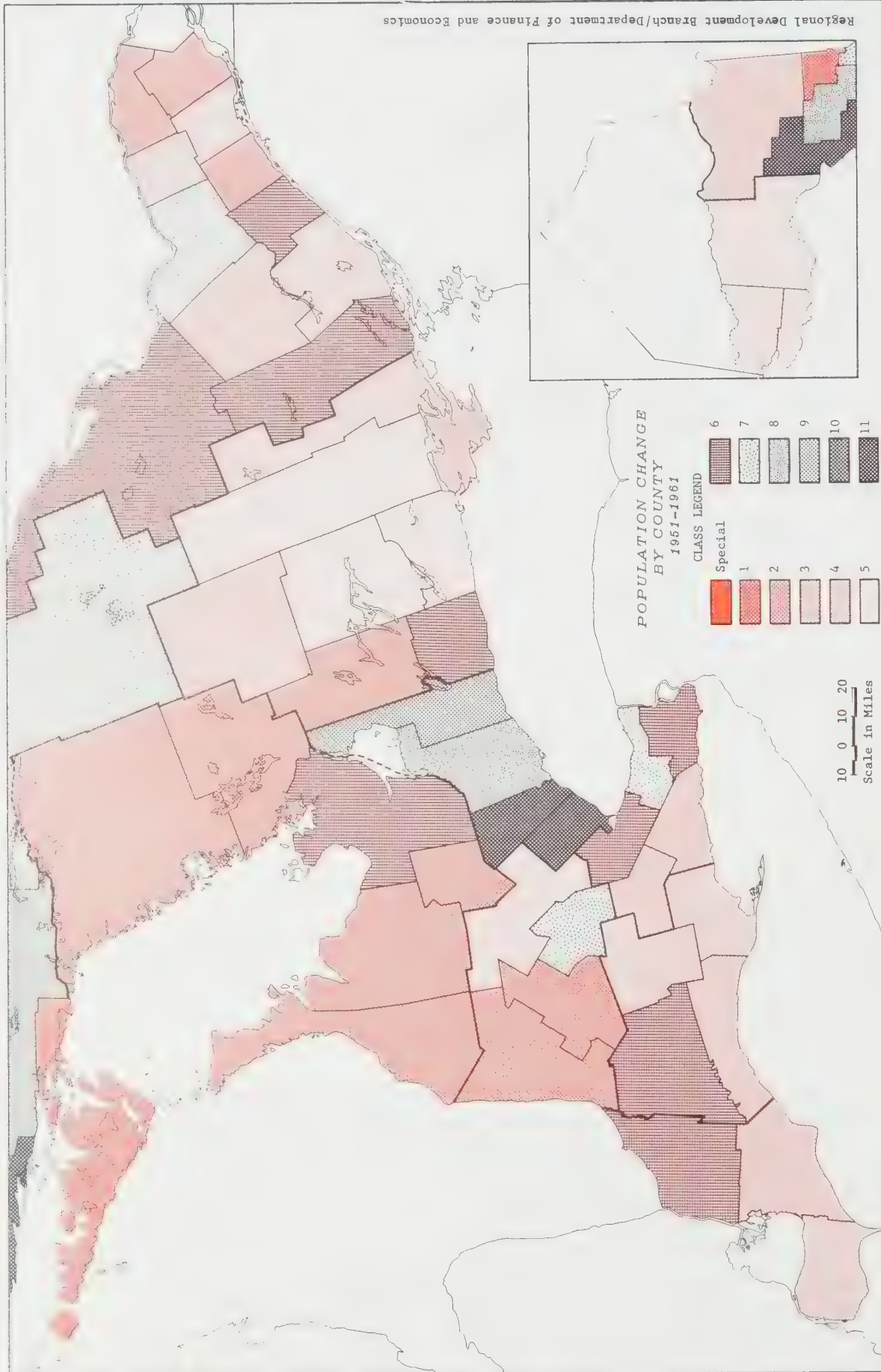
At first glance, we might well ask the question: "Why is regional development necessary in Ontario?" This one province contains nearly 36 per cent of all Canada's population, and accounts for over 40 per cent of the country's gross national product and retail sales. Of its gross provincial product of nearly 35 billion dollars, more than one-half is consumed within the province, nearly one-fourth is sent to other provinces of Canada, and more than one-fourth is exported to other countries. Overall industrial employment increased by nearly one-third in the 1960-1970 decade, compared with a general Canadian increase of only slightly more than one-fourth. Unemployment in 1970 averaged 4.3 per cent of the labour force—some 2 per cent below the Canadian average and less affected by seasonal fluctuation. Personal income per capita was nearly \$3,500 in 1970. And, when we examine the geographical distribution of this income over Ontario's ten planning regions, we find the average personal income of the poorest region (Georgian Bay) is only some 25 per cent below that of the most affluent (Central Ontario, including Metropolitan Toronto and the City of Toronto; Fig. 4, p.37).

### Undesirable Trends

#### Migration

Yet, despite this pattern of general uniformity of economic and social conditions, the people of Ontario are moving, and in substantial numbers. They are moving, first and foremost, out of rural places and into larger urban places and metropolitan areas. Secondly, they are moving out of the north and east, and into Metropolitan Toronto and to points in the south and west. Most of the larger metropolitan areas of Ontario are in the southwestern portion of the province, which is expanding very rapidly at the relative expense of the remainder.

This trend is new, at least in intensity. Between 1951 and 1961, there was no absolute loss of population in any county or census district of Ontario, and a very large portion of the province grew at a rate more or less the same as the provincial average (Fig. 2). However, between 1961 and 1966 there were substantial losses of population, especially to the north and east (and Elgin County in the southwest), and substantial gains to the south and west (Fig. 2). The metropolitan areas were the largest beneficiaries of this trend, and cities of 50,000 or more were the second largest. In a province with a very large area and a comparatively small population, people are being crowded increasingly into the congestion of large urban places.



- |         |   |   |   |
|---------|---|---|---|
| Special | Net loss in population  | 3 | Population growth rate between 70%-50% BELOW the provincial average |
| 1       | Population growth rate more than 90% BELOW the provincial average   | 4 | Population growth rate between 50%-30% BELOW the provincial average |
| 2       | Population growth rate between 90%-70% BELOW the provincial average | 5 | Population growth rate between 30%-10% BELOW the provincial average |

## **Sprawl**

A second trend has been toward unstructured sprawl (disorderly, unappealing, and inefficient location of settlement features) in the rapidly-growing areas. Fortunately, the sprawl is not yet serious—has not begun to reach the proportions clearly visible in such gargantuan metropolitan areas as New York, or Los Angeles, or Washington, D.C. But it is beginning. Within Metropolitan Toronto and extending westward towards Hamilton and Waterloo—and indeed, around the western end of Lake Ontario towards the new regional municipality of Niagara, the signs of embryonic sprawl are unmistakable.

## **Care of the Physical Setting**

Still a third trend in Ontario—a trend which is by no means restricted to this province alone—is some evidence of careless and unwise use of our physical setting—of our land, water and air. Although Ontario is conservation oriented, there exist examples of unnecessary conversion of our prime farm land to urban uses which are sterile for agriculture, of excessive erosion, of open-pit mining and quarrying without subsequent rehabilitation, of excessive cutting of forests without adequate replenishment, and of unnecessary pollution of water and air.

## **Major Problems**

These three trends—the increasing tendency of populations to concentrate in the large places, the tendency towards unstructured sprawl in those places, and the sometimes unwise use of the physical setting—are three major problems with which an effective regional development program for Ontario must cope. The first implies still other trends, especially regional inequities in economic and social opportunities, which can be treated in an effective regional development program.

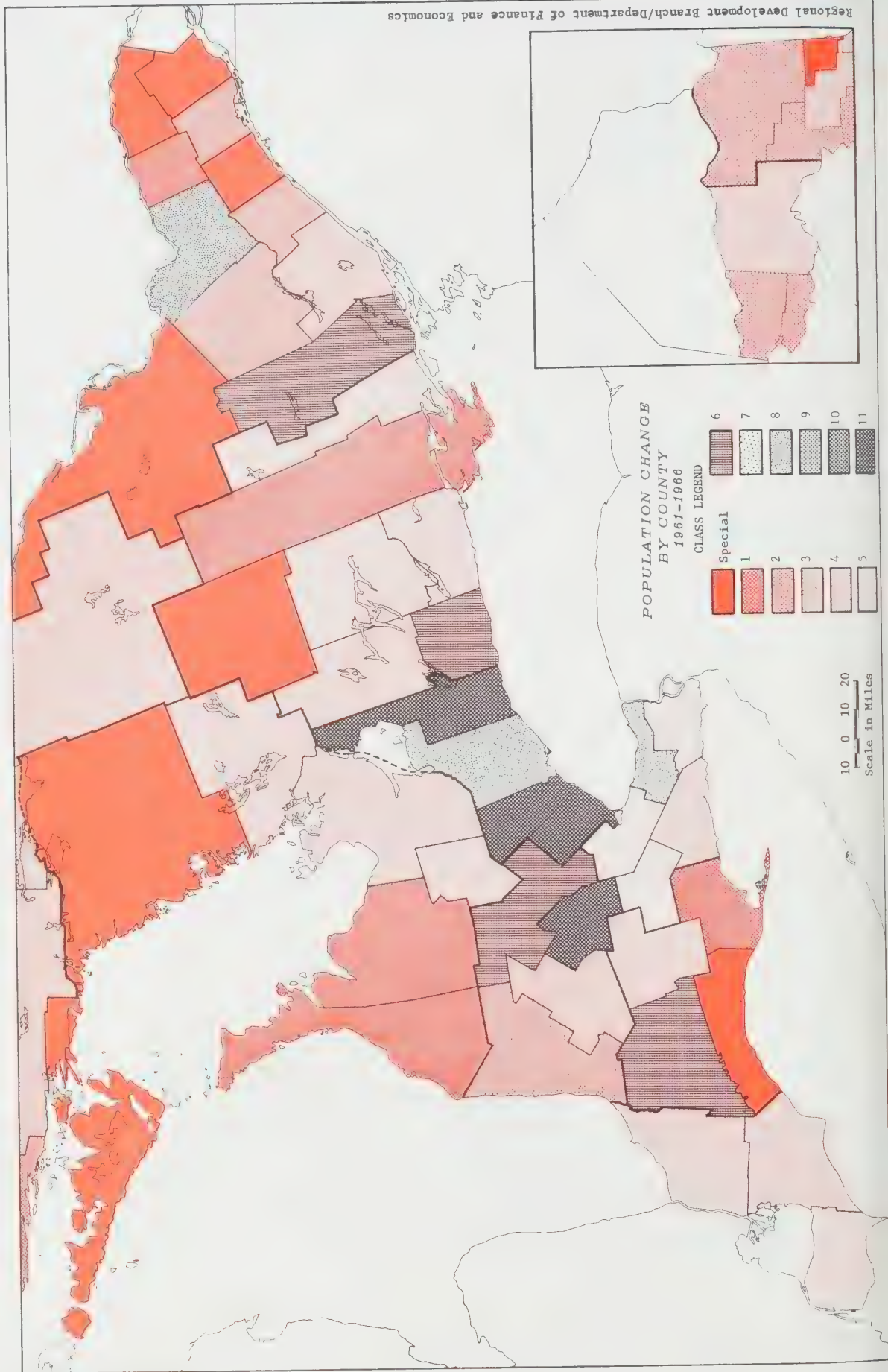
## **Regional Development Background**

In Ontario, as in other parts of Canada, and indeed in many other parts of the world, the idea of a regional approach to these and related problems has been recognized as appropriate. We have mentioned previously the general background, especially in Europe and North America, of the regional development movement. Basically, the movement is a recognition of the need to solve the critical problems resulting from the trends listed above. The direct scope of these problems is, on the one hand, sub-national and even sub-provincial and yet, on the other hand, too large to be coped with by municipalities, private enterprise, or individuals acting alone or in small groups.



- 6 Population growth rate between 10% BELOW and 10% ABOVE the provincial average (representative of the provincial norm)
- 7 Population growth rate between 10%-30% ABOVE the provincial average
- 8 Population growth rate between 30%-50% ABOVE the provincial average

- 9 Population growth rate between 50%-70% ABOVE the provincial average
- 10 Population growth rate between 70%-90% ABOVE the provincial average
- 11 Population growth rate more than 90% ABOVE the provincial average



Population Change in Ontario: 1951-1961 and 1961-1966.

Figure 2



## Deep Roots of Regionalism

Of course, *regionalism* as such is not new. Various government departments and agencies long have had administrative regional subdivisions. Particularly in the field of geography but also in some related disciplines, concern with regions dates back several centuries. What *is* new is the idea of a concerted, cooperative effort, involving not only Provincial departments and agencies, but also the Federal Government and the private sector—and, most of all, the people affected—in a critical examination of the regional aspects and impact of present trends and proposed policies. Also new is the realization that many government facilities such as highways, airports, sewer lines, and serviced land, need not merely *accommodate* existing trends of population change, but can in fact *influence* those trends in an effective way.

## Mid-Century Interest

*Department of Planning and Development.* The development movement in Ontario can be said to have begun before mid-century. Between 1944 and 1960, a Department of Planning and Development existed at Queen's Park, charged with the following responsibilities:

“There shall be a department of the public service of Ontario to be known as the Department of Planning and Development over which the Minister shall preside and have charge.

“The Minister shall collaborate with the Ministers having charge of the other departments of the public service of Ontario, with the Ministers having charge of the departments of the public service of the Dominion and of other provinces, with municipal councils, with agricultural, industrial, labour, mining, trade and other associations and organizations and with public and private enterprises with a view to formulating plans to create, assist, develop and maintain productive employment and to develop the human and material resources of the Province and to that end shall coordinate the work and functions of the departments of the public service of Ontario.”<sup>[1]</sup>

Some of the basic ingredients of Ontario's current Regional Development Program have roots in this Act. These include the coordination among Ontario departments and agencies, among the various levels of government, and with the private sector. They include also a recognition of economic and human problems, and of the need to search for solutions.

However, the focus of attention was not yet specifically regional. Instead, emphasis was placed on administrative coordination, with the initiative left to the new Department.

More important, the Department was only one of many government departments and agencies, and lacked the unifying influence that could have been achieved through budgetary review.

[1] Government of Ontario, *An Act Respecting the Department of Planning and Development*, (Bill No.39, assented to March, 1944, Sections 2 and 3).

In practice, the Department placed heavy emphasis upon promotional efforts directed to attract manufacturing into various parts of the province. It also attempted to foster a spirit of regional cooperation in the sense that communities were encouraged to work together to achieve common objectives.

**Other Action.** Still more threads of regionalism were being spun. In 1953 and 1954, there was created, in a series of national conferences, a 68-region system for all of Canada, including regional divisions and subdivisions for Ontario (Fig. 3).<sup>[2]</sup> With minor changes, these regions were adopted by Ontario, and are being used in the current Regional Development Program (Fig. 4).

In 1954, there came into being the first of ten Regional Development Associations (later called Regional Development Councils; see p. 40). Ontario's new regional system was utilized to indicate the territory for each Association. Between 1954 and 1966, similar Associations were formed within each of the other nine regions. Membership in these was drawn from local municipalities and private groups, as well as the Province. At the outset, these Associations functioned primarily in a promotional and educational capacity, particularly in behalf of small communities which did not have their own industrial commissioners.

Planning at the community level was being encouraged at this time, especially by the Community Planning Branch of the Department of Municipal Affairs. This agency also was a pioneer and a leading participant in the Metropolitan Toronto and Region Transportation Study (pp. 35, 54-65).

**Key Conferences.** In the late 1950s and early 1960s, interest in regional development intensified. In January, 1965, the Federal Government and the Government of Ontario jointly sponsored a conference at Queen's University on areas of economic stress in Canada.<sup>[3]</sup> One month later, the Government of

[2] *Economic Zoning of Canada and the DDP Canadian Geographic Code*, Ottawa, Economics and Statistics Branch, Department of Defence Production, 1953; *Economic-Administrative Zoning of Canada*, Ottawa, Economics and Statistics Branch, Department of Defence Production, 1954; P. Camu, E.P. Weeks and Z.W. Sametz, *Economic Geography of Canada*, Toronto, The Macmillan Company of Canada Ltd., 1964 (especially pp.261-356).

[3] W.D. Wood and R.S. Thoman (Editors) *op. cit.* A number of individuals assumed important responsibilities during this period, both in the carrying forward of the regional idea and the participation in one or both of the conferences. Among these were: S.W. Clarkson, Deputy Minister of the then Department of Economics and Development in the Government of Ontario, which laid much of the groundwork for the two conferences, including partial financing of the Queen's University Conference and organization of the Toronto Conference on Regional Development and Economic Change; Professor L.O. Gertler, now Director of the School of Urban and Regional Planning at the University of Waterloo, who coordinated the Toronto Conference and participated in the Queen's University Conference; Professor Ralph Krueger of the Department of Geography at the University of Waterloo, who completed a special report for the Ontario Economic Council and summarized his findings at the Toronto Conference; and Professor E.G. Pleva of the Department of Geography at the University of Western Ontario, who has written and lectured widely on regional development, participated actively in planning at the city of London, Ontario, and within the Erie Economic (Development) Council, and was one of the speakers at the Queen's University Conference. Richard Rohmer has long been active in regionalism in Canada and Ontario.

Ontario convened a major international conference on regional development and economic change.<sup>[4]</sup> These two conferences, which featured distinguished experts from various parts of the world, attracted an enormous interest on the part of Ontario residents in the regional development theme. Three ideas emerged:

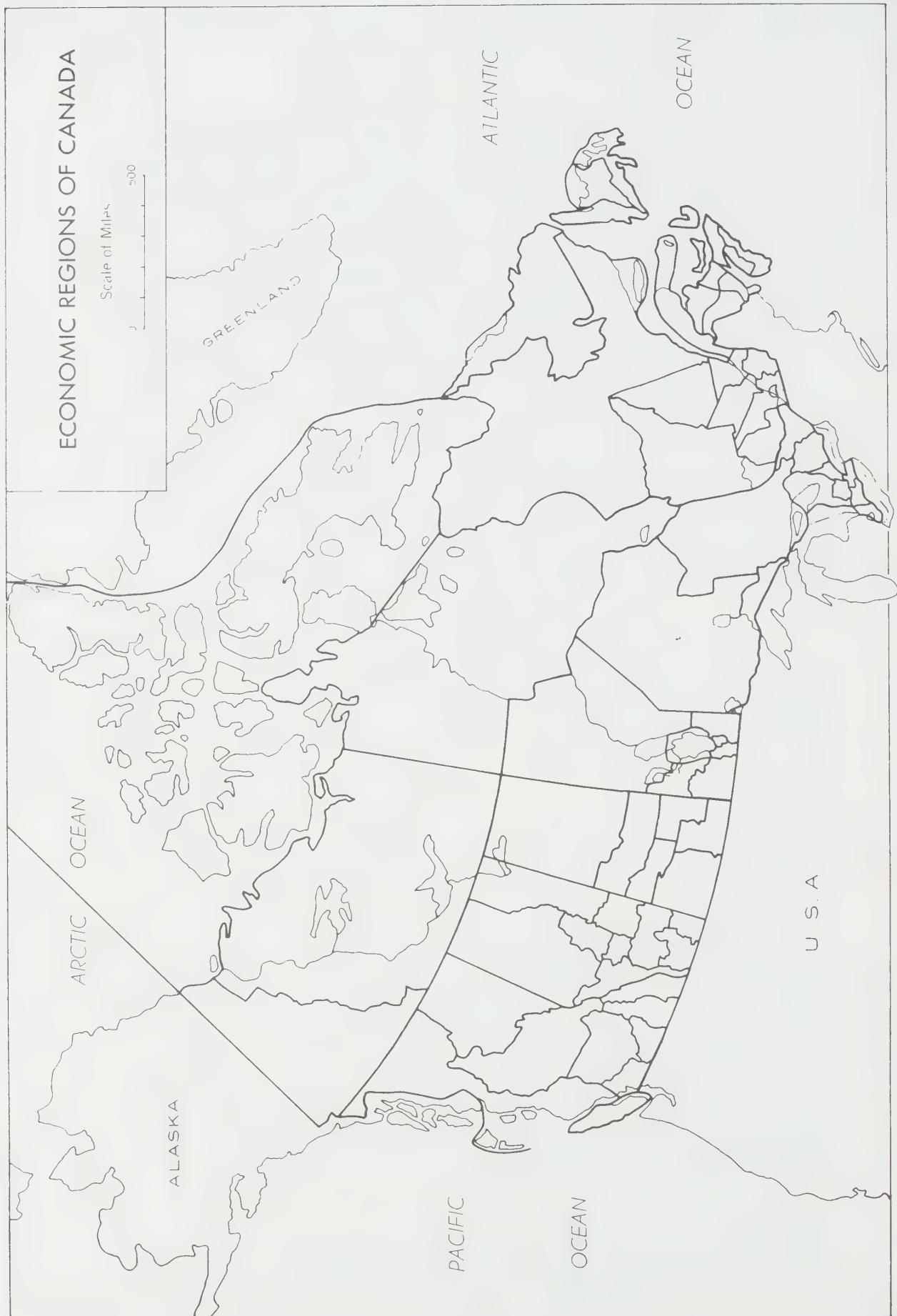
1. The earlier work in regionalism in Ontario had been a wise investment of time and effort. The perception by Ontario that there were problems which transcended the boundaries of municipalities, and yet affected areas smaller than the province itself, was not restricted to this one province. Ontario realized that its concern in matters of regional development was shared with a surprisingly large number of other political units.

2. However, the earlier efforts had not been sufficient. It was clear that, although the location and performance of manufacturing was and is an important aspect of economic life in Ontario, other aspects of economic life were also significant. Furthermore, it was clear that economics alone would no longer suffice, and that the new approach to regionalism would need to involve social and physical as well as economic considerations.

3. The enormity of the challenge would require complex administrative machinery and excellent coordination, not only of Provincial departments and agencies, but also involving the Federal Government, local government, private enterprise, and individual citizens and groups. A concept so comprehensive as this one, affecting so many people in so many ways, needs to be thoroughly understood while it is still being formulated, and needs to be revised constantly in view of public opinion.

*MTARTS.* Meanwhile, another important effort had begun in 1962 which provided a key input into the Regional Development Program. This was the Metropolitan Toronto and Region Transportation Study, a comprehensive review of the transportation conditions involving Metropolitan Toronto and its immediate environs. The study, which will be discussed in more detail in Chapter III, was designed to devise a transportation program for the area of concern. However, key answers to many of the emerging transportation problems were to be found only in a broader, more comprehensive approach involving not only transportation but also the planned geographical distribution of people and of the wherewithal for satisfying their social as well as economic needs and wants, and adequate care of the physical setting. Most important of all, successful implementation was necessary for those recommendations which proved to be sound. In short, what was required was a Regional Development Program.

[4] *Selected Background Papers for the Conference on Regional Development and Economic Change*, February 15, 16, and 17, 1965, Toronto, Government of Ontario, 1965; *International Conference on Regional Development and Economic Change*, Toronto, Government of Ontario, 1965.



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## Design For Development

In the spring of 1966, there appeared a White Paper which was the first tangible expression of a program tailored particularly to Ontario's needs. This White Paper, entitled, *Design for Development*, contains the key objectives and administrative structure for the Program. Those objectives cannot be stated more clearly and succinctly than in the wording of the document itself:

"1. It is the responsibility of the Ontario Government to assess the present and future requirements of the province relating to social, economic, and governmental development. The provincial government also has the responsibility to carry out and give direction to regional land use and economic development planning. It has the duty to ensure that, when development occurs in any part of the province, it shall take place as a result of good regional planning. Such planning must include consideration of water supply, sewage disposal, transportation facilities, highways, agriculture, mining, the location of industry, the supply of labour, and all the other factors necessary to the provision of the best possible social and economic climate for the people who live and work within the region.

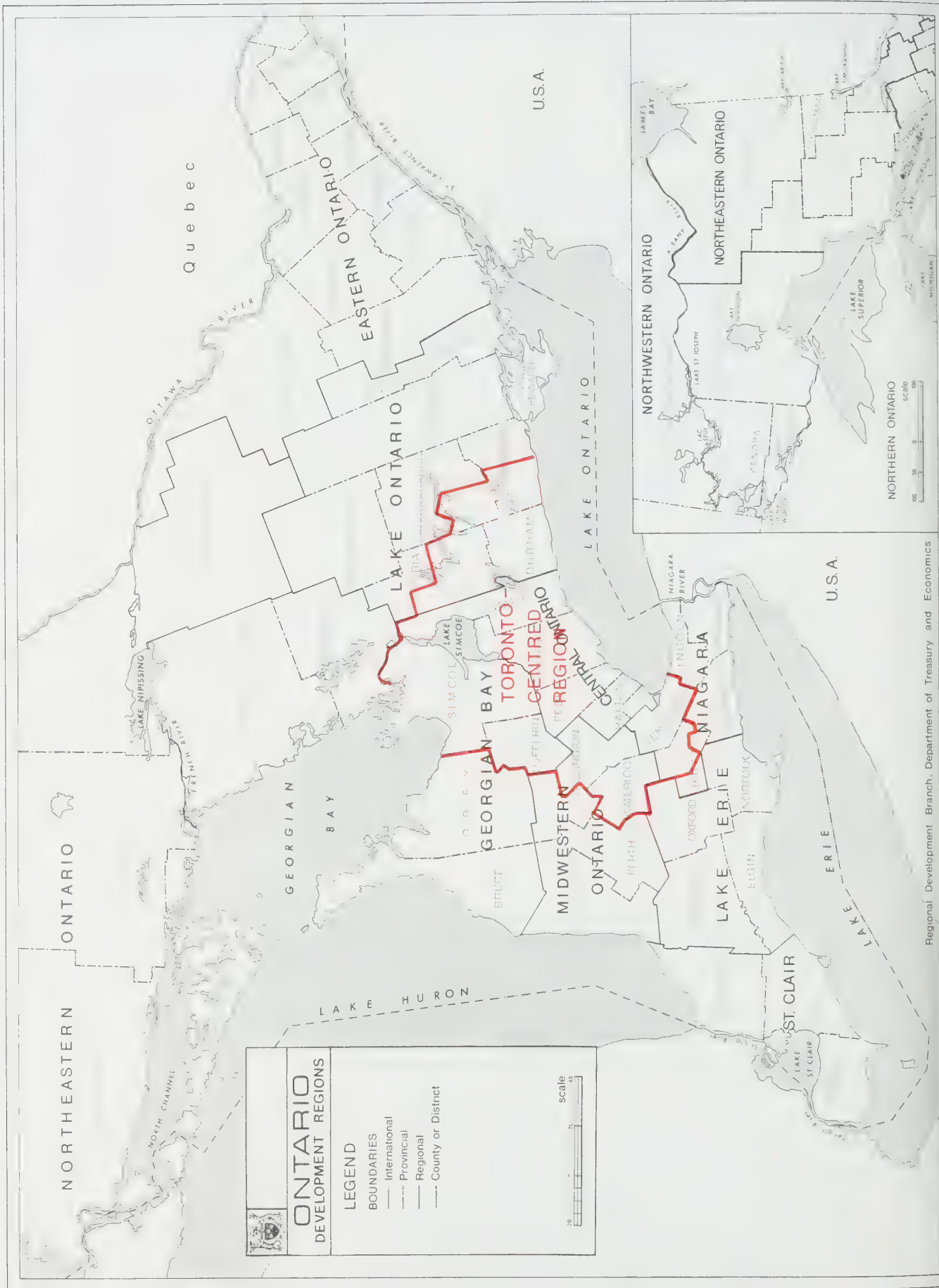
"Although separate and distinct, two of our principal objectives are the provision of the best possible environment for our people and, at the same time, the creation and maintenance of an atmosphere which will encourage economic growth and development throughout the province. These two objectives have been considered together in the framework of a programme designed to bring both qualitative and quantitative benefits to all people in the province.

"2. The timing and impact of our large and expanding investment expenditures must be effectively planned and coordinated within the overall needs of the provincial economy. Similarly, we believe that our regional plans and priorities should always contribute to the total environmental development and economic performance of the province. On this dual basis, the responsibility for the control and administration of any regional undertaking by the government should be in the hands of a central authority which can cut across both departmental lines and county or municipal boundaries in meeting and solving regional problems.

"3. The philosophy of the present Ontario Government has always been to encourage and assist individuals to develop their full capabilities, to encourage economic competitiveness, and to provide a climate of expanding employment opportunities for a growing labour force.

"The provision of government services in support of these objectives, and others, has produced a tremendous expansion in the public sector of the economy in recent years. Planning for the provision of these services and for the huge expenditures which they require must be coordinated.

"4. Regional development policies are instrumental aspects of a broader provincial growth policy. On this basis, appropriate regional development requires comprehensive planning. It is also this government's role to ensure that regional land use planning is undertaken so that the regions of the province are developed according to an orderly plan which would include environmental and economic considerations. Such an approach looks not only to general land use, but also to the social and economic potential of a region and its centres, and concentrates on developing these centres in the interests of the region as a whole.



Development Regions of Ontario

"5. Regional development in Ontario will provide the basis whereby different regions or areas can develop their potential for specialization. Through the use of government programmes, or public expenditures on development capital, the Government of Ontario can guide regional growth.

"Some regions in Ontario have an advantage in the production of forest and mineral products. In other regions, the advantage may lie in agriculture, or tourism and recreation, or in manufacturing, finance and services. Many types and forms of economic activity can be performed to some degree in each region of the province. Accordingly, we will strive for regional economic specialization based upon an intensive programme of research and inquiry into regional resources and potential for growth.

"6. The smoothing out of conspicuous regional economic inequalities will be sought through the regional distribution of government budgetary expenditures, through the provision of technical, financial, and administrative services, and through the use of programmes carefully selected to encourage labour mobility, tourism, agriculture, resource development, manufacturing, and other forms of economic activity.

"7. It is the function of government to achieve these many objectives. At the same time, it is necessary to ensure that an effective two-way system of communication is established between the province and local interests within each region, as represented by county and municipal governments, and by regional organizations already in existence. Local initiative, responsibility, and advice must continue to be encouraged and sought in any scheme of provincial planning and economic development.

"Recognizing the inter-relationships among the three levels of government—federal, provincial and municipal, Ontario must continue in its efforts to maintain close coordination not only among its own departments and programmes, but also where possible, with the relevant programmes and activities at the other levels.

"8. Finally, it must be emphasized that this statement is concerned with regional development and not regional government. Any regional development structures created by this government will be such that they will not disturb the existing power and authority of the municipal and county councils within the regions. Great caution has been exercised to avoid the imposition of new forms of government. Moreover, studies are now being conducted in certain areas of the province which could lead to recommendations for adjustment in local area government. The implementation of our regional development policy will in no way interfere with such considerations of area government, but rather, could well lay the groundwork for changes which might eventually be appropriate."<sup>[5]</sup>

*Design for Development* also contains provision for administrative machinery to coordinate and carry out Ontario's Regional Development Program. Recognizing the complex nature of this Program, the government provided an administrative system sufficiently comprehensive to do the job, and yet sufficiently simple to be effective. Although lists of committees are not particularly exciting to read, a brief review is necessary to understand the degree to which the authors of this White Paper foresaw at least the immediate needs of Ontario's Regional Development Program.

[5] *Design for Development*, Toronto, Government of Ontario, April, 1966, pp. 3-7.

## New Role For Regional Development Councils

First of all, the Regional Development Associations, which between 1954 and 1966 had been organized for each of Ontario's ten planning regions, were given additional financial assistance and responsibilities, were recognized by legislation, and their names changed to Regional Development Councils. By this action and subsequent initiatives, the Government of Ontario invited the Regional Development Councils to join with it as advisors in a partnership concerning all regional development matters in their respective areas. The membership of the Regional Development Councils would continue to be derived primarily from local municipalities and interested persons from the private sector and private walks of life, with a Provincial member present on the Board of each Council. As mentioned in more detail on pp. 34, 45-46, 50-51, 65, 70, the Councils have become increasingly effective in Ontario's Regional Development Program.

## Regional Advisory Boards

Within each region, *Design for Development* also established a Regional Advisory Board comprised of senior civil servants from each Provincial department with field offices in the region. These Regional Advisory Boards, which were activated in the spring of 1967, have been especially beneficial in two ways. First and foremost, they have provided valuable ideas for, and reaction to, all regional development proposals. Second, they have provided improved liaison among departments and agencies in that representatives of each organization necessarily found time in their busy schedules for such meetings, and new interdepartmental understanding resulted.

## The Advisory Committee

The key committee at the civil servant level is an Advisory Committee on Regional Development, Chaired by the Deputy Treasurer and Deputy Minister of Economics and containing the Deputy Ministers of these additional Departments: Agriculture and Food, Environment, Lands and Forests, Municipal Affairs, Tourism and Information, Trade and Development, and Transportation and Communication, plus a representative of the Office of the Prime Minister. Beginning in December, 1966, this Committee has met monthly, and more often when necessary. Its primary function has been to examine regional developmental plans and programs before forwarding them to appropriate Cabinet representatives. It also directs and coordinates the activities of the Regional Advisory Boards.

## Cabinet Committee

A Committee of Cabinet was established to direct and coordinate the preparation and implementation of regional plans. At the time of this writing, in 1971, that Cabinet Committee is Chaired by the Treasurer and Minister of



Economics, and includes the Prime Minister in an *ex officio* capacity, plus other key departments. Reports are reviewed by this Committee before being forwarded for other Cabinet level consideration or public release.

### **Ontario Development Corporation**

The scope of activities of the Ontario Development Agency which had been established to assist manufacturing in various parts of the province was increased, and the Agency renamed the Ontario Development Corporation. This corporation was charged with the particular responsibility for assisting manufacturing in slow-growth areas. Subsequently its role was enlarged to include forgivable loans to selected firms, the amount of the loan being substantially larger in the less developed northern and eastern portions of the province from which migration is taking place.

### **Regional Development Branch**

A Regional Development Branch was created to prepare comprehensive plans for consideration by the Advisory Committee and subsequently by the Cabinet Committee on Regional Development. Initially in the Department of Economics and Development, that Branch was transferred to the Department of Treasury and Economics in early 1968 and continues in that Department. On technical matters, the Regional Development Councils are in continuous association with the Department of Treasury and Economics through the Regional Development Branch. As is explained in some detail on pp. 43 and 66, two important technical committees on regional development are Chaired by representatives of the Regional Development Branch. University research also is encouraged in regional development matters.

### **Coordination of Boundaries**

Finally, the suggestion was made that departments and agencies should coordinate their activities to the utmost degree, even towards gradual establishment of common administrative and planning regions insofar as this is possible.

### **Summary of Design for Development**

The provisions of *Design for Development* cannot be summarized more cogently than in the final pages of the document itself:

“The *Design for Development* outlined in this statement of policy is broad and comprehensive. Our aspirations cannot be fulfilled overnight. The limitation of resources in terms of manpower, finance, and experience means that we must gradually acquire the tools to forge ahead with regional development planning. However, the *nine* measures which we are about to introduce in our regional development policy provide the guarantee that the proper machinery for the task will be available to this government.

"*One* is the establishment of the Cabinet Committee, with broad terms of reference, and upon which we place great emphasis. This Committee will be concerned with the inter-related processes of policy, priorities, planning and coordination of government activity. The need for such a Committee to assist in carrying out the regional development programme is accepted by this government. One of our principal instruments of regional development policy will be the use of government budgetary expenditures directed to regional needs. In this sense, the need for priority planning of government expenditures, which we stressed in our recent budget, and regional development planning are closely inter-related. Thus, *regional* development will be contained within the broader spectrum of *provincial* development. Accordingly, among the broad responsibilities of this Committee will be the task of directing and coordinating the preparation and implementation of regional development plans. From this central focus flow eight additional measures.

"*Two* is the formation of the senior Departmental Advisory Committee to advise and assist the Cabinet Committee, to review plans prior to submission to the Cabinet Committee, and to direct and coordinate the Regional Advisory Boards.

"*Three* is the presentation of our legislation reconstituting the present Regional Development Associations, as advisory citizen bodies, to be named Regional Development Councils.

"*Four* is the presentation of legislation to permit the enlargement of the scope of activities of the Ontario Development Agency. Under new terms of reference, the Ontario Development Agency will become the Ontario Development Corporation and this new institution will assist industrial development in the province through the provision of loans for fixed capital.

"*Five* is the preparation for comprehensive regional economic research through the Regional Development Branch of the Department of Economics and Development.

"*Six* is a corollary of the above and involves establishing the terms of reference for regionally-related research which may be contracted out to Ontario universities and consulting firms.

"*Seven* is our expectation that our comprehensive research programme will provide the necessary insight required to formulate development plans based on the concept that regional growth centres are the unifying social and economic force within the region.

"*Eight* is the establishment of a Regional Advisory Board composed of the senior civil servants in the region. These Boards will advise the senior Departmental Advisory Committee on matters of interest in the region.

"*Nine* is our intention to work toward the gradual establishment of common administrative and planning regions among the operating departments and agencies of the provincial government.

"*Conclusion.* We believe that this programme represents the beginning of a comprehensive approach to regional development planning. We also have every reason to expect that new directions and new vistas will emerge from the operation of this programme. At all times, we

shall be seeking means of ensuring that people in all parts of the province share in the benefits of economic and social development, and that regional development will be looked upon as an integral part of this government's contribution to the development of the province as a whole. We are confident that this programme represents a modern, forward-looking design for development."

### Subsequent Changes

Although changes will be necessary as the Regional Development Program itself matures, the authors of this remarkable White Paper are to be congratulated for their vision and foresight in anticipating the initial needs of the Program. With the passing of time, it has been necessary to add only three additional dimensions to the administrative structure.

***Federal Liaison.*** First of all, liaison with the Federal Government in matters of regional development, and indeed in other matters as well, was improved through the creation of a special Secretariat in the Department of Treasury and Economics (p.48). Other liaison with the Federal Government is maintained by way of formal and informal conferences and discussions. This liaison involves not only the Regional Development Program of Ontario, but also Federal proposals which may affect the Program in any way. Furthermore, several projects carried out by the staff of the Regional Development Branch have been partially financed through arrangements with Provincial ARDA and Federal Department of Regional Economic Expansion.

***Provincial Liaison.*** To facilitate the coordination of the departments and agencies in their preparation of regional development plans, two additional committees were added to the overall structure. These were liaison committees which reviewed initial drafts of regional development proposals from the technical viewpoint before such proposals were sent to the interdepartmental Advisory Committee. One, the Committee for Central and Southwestern Ontario, is interested in the more developed parts of the Province, including the Toronto-Centred Region, immediately adjacent territory, and all other parts of Ontario to the west and south. The other, called the Northern and Eastern Committee, is concerned with those areas to the north and east where development has not been as fast as elsewhere. Both of these committees are Chaired by members of the Regional Development Branch.

***Subprovincial Liaison.*** Further aspects of a working partnership with regional and municipal governments were added in *Design for Development: Phase 2*. (See Chapter IV.)

## Review of Background Phase

In concert with political units elsewhere in the world, during the mid-1950s Ontario turned to the regional development approach to solve regional problems. This action was not the result of a zealous campaign by a few evangelists, but a realization on the parts of many people and leaders that here was an idea that made sense.

As a result, sentiment for regional development grew in the two mid-century decades, laying the groundwork for an effective Regional Development Program in the 1960s and thereafter. This groundwork was completed in 1966 with the public release of *Design for Development*.



## CHAPTER III

### REGIONAL DEVELOPMENT IN ONTARIO: ACTION PHASE<sup>[1]</sup>

In May, 1966, shortly after the publication of *Design for Development*, I first received an invitation from Mr. H.I. Macdonald, then Chief Economist in the Department of Economics and Development and soon to become the Deputy Treasurer and Deputy Minister of Economics in the Department of Treasury and Economics, to become the first Director of the Regional Development Branch in the Department of Economics and Development. The challenge could not be refused, and Queen's University very generously granted a leave of absence for the coming year—a leave which was very kindly extended as the program became a central focus in Ontario Government affairs.

#### The Initial Year: 1967

*A Schedule for the Program.* My first major responsibility was to lay out a schedule for phasing our work, to be submitted to the Advisory Committee on Regional Development. According to that schedule, 1967 was to be the year of inventory of Provincial programs, policies and information (and relevant local and Federal programs as well) with regional implications, activation of all *Design for Development* administrative machinery, and launching of a university research program; 1968 the year of evaluation of province-wide trends, and commencement of a pilot area planning project in a selected region; and the period beginning with 1969 the initiation of full-scale development planning. That schedule was maintained during the more than four years I was privileged to serve as Director of the Regional Development Branch.

*Letters to Regional Development Councils.* At the outset, however, from a long-standing conviction that any program of this complexity necessarily would involve full support of the people, letters were mailed to the Presidents of all ten Regional Development Councils, with carbon copies to the general managers, inviting their immediate suggestions concerning the major problems in their respective regions, county by county, and their proposed solutions. These letters were the predecessors of a later official invitation from the Treasurer and Minister of Economics, Mr. Charles S. MacNaughton, for reports from each region—reports which are described later in this chapter (pp. 50-51; 65).

*The Inventory Stage.* During 1967, the initial inventory stage of programs, policies and information was completed for internal use. This inventory was intended to have, and in fact did have, two fundamental purposes. On the one

[1] This chapter is written in the first person because it basically contains the author's experiences as the first Director of the Regional Development Branch in the Government of Ontario from January, 1967 through February, 1971. The style is in no way intended to detract from the enormous roles of others in Ontario's Regional Development Program.

hand, it provided an insight concerning government activities which would be helpful as the program enlarged into the umbrella design for all of Ontario. Second, it indicated that here, indeed, was a new program to be taken seriously. Inasmuch as obtaining the full goodwill and cooperation of all departments and agencies is critical to the success of a program such as this, it was essential these two aspects of the inventory be fully understood.

The inventory has been updated from time to time, particularly through the efforts of a new Intergovernmental Committee on Urban and Regional Research, which has been set up in cooperation among the various provinces and several agencies at the federal level, and charged specifically with maintaining an on-going inventory of all programs of an urban and regional nature, including confidential material. Because confidential information is involved, the service is limited to governments only.

*Activation of Design for Development Machinery.* In January, 1967, only a portion of the machinery for *Design for Development* was functioning. The Regional Development Councils, of course, were in existence, and one had been active for thirteen years. However, the Councils had functioned primarily as agencies for industrial promotion. Each was visited frequently in the initial year to stimulate a keener interest in recommending measures of overall improvement of its region. As the years passed, the Regional Development Councils began to be more active advisors in the Regional Development Program.<sup>[2]</sup>

*The Advisory Committee.* Meanwhile, the Advisory Committee on Regional Development had met for the first time in December, 1966, and has continued to meet essentially once a month, and more often when necessary. This key Committee has been an extremely important source of inspiration, comment, and guidance for the Regional Development Program. It was especially patient in this early period when the reports it reviewed necessarily were statements of anticipation rather than results; and it has been very effective as the various research reports, plans and programs later came forward for consideration. Unquestionably, the smooth and efficient functioning of this Committee, which is the highest civil servant authority for the Regional Development Program, has been a critical factor in the success of the Program to date.

*Regional Advisory Boards.* At the recommendation of the Advisory Committee, the ten Regional Advisory Boards were all brought into being in the early spring of 1967. At the instruction of the Advisory Committee, a representative of the Prime Minister's Office and I visited each region, and each Board was established during that visit. As mentioned previously, these Advisory Boards have continued to function very effectively in the four years of their existence, not only providing valuable insight into their respective regions on a

[2] Much credit for this interest should go to Mr. Delby Bucknall, President of the Ontario Regional Development Council (the umbrella organization for all ten councils) from 1968 to 1970. His successor, Mr. Jack Spence, is equally interested in this role for the Regional Development Councils.

voluntary basis, but also responding in an effectively professional way to projects and programs sent to them for review. In addition, as mentioned earlier, they have also benefited in a way that was to some degree unanticipated: merely by meeting, they came to know each other and to communicate.

***Other Activities.*** Because the Program was in its earliest stages, its initial efforts were directed towards the civil servant committees, culminating in references to the Advisory Committee on Regional Development, which in turn reported its findings to appropriate representatives of Cabinet.

***University Research.*** Also initiated in this year was university research on regional development for which financial provision had been made in the 1966-1967 fiscal year. This research took two forms:

1. Memoranda of Agreement were concluded with faculty members for regional development research. At the outset, such research involved general aims and objectives, and recommended methods and techniques, of the Program. Later, as the Program jelled, emphasis shifted to specific problems and policies.

2. For students who were in the process of obtaining the Ph.D. and Master's degrees, and writing dissertations and theses involving regional development, some assistance was offered provided that certain critical questions which were of value to the Regional Development Program were contained in each dissertation or thesis, and provided also that a copy of the final work would be made available for use in the Program.

The university research program has attracted a wide range of interest, and Memoranda of Agreement have been signed with fourteen universities of Ontario and with a greater number of departments. These memoranda covered a wide range of topics, each of them of value to the Regional Development Program. Some have been published by the Branch in its University Research Series.

***The Niagara Escarpment Study.*** On March 10, 1967, the Honourable John P. Robarts announced "a wide-ranging study of the Niagara Escarpment with a view towards preserving its entire length" and referred it to the Advisory Committee on Regional Development for follow-up and action. This was an excellent pilot project for the Regional Development Program, even though its objectives were restricted to preservation of critical aspects of a single resource. Professor L.O. Gertler, of the University of Waterloo, accepted responsibility for coordinating this study. A staff was provided from the Regional Development Branch, and the study was processed through the administrative structure of the Design for Development Program. I was privileged to Chair an Interdepartmental Subcommittee on the Niagara Escarpment which periodically reviewed the findings and recommendations of Professor Gertler and the staff before these were forwarded to the Advisory Committee for further consideration. A public version of the Niagara Escarpment Report was released in 1969. Implementation of some of its recommendations now is under way, especially via actions of the

Ontario Parks Integration Board and the new Department of the Environment, together with local conservation authorities.

***Staff Increment.*** It was clear also in 1967 that, for a program so comprehensive as this one, an adequate staff would be necessary. This proved to be an enormous task, partly because there are so few trained and experienced specialists in regional development. Nevertheless, between 1967 and 1971, the complement of the Branch rose from its initial ten to 68 official positions, supplemented by necessary consulting assistance. At the time of this writing, some 125 people are employed, full-time or part-time, on the Regional Development Program.

### **Pressing Ahead: 1968**

***The Policy Planning Division.*** Perhaps the most important change in 1968 for the Regional Development Program was a government reorganization which, among other actions, transferred the Office of the Chief Economist from the old Department of Economics and Development to a new Department of Treasury and Economics. Mr. H.I. Macdonald, the Chief Economist, became Deputy Minister and Deputy Treasurer in the new Department. The substantial internal reorganization included creation of a special Policy Planning Division, with Mr. D.W. Stevenson as Executive Director, comprised of four units: an Economic Planning Branch, with responsibility for sectoral forecasting and planning; a Taxation and Fiscal Policy Branch, responsible for preparation of the Provincial budget and providing advice on government taxation and spending policies; the Regional Development Branch, and a Federal-Provincial Affairs Secretariat. In a sister Economic and Statistical Services Division was an Economic Analysis Branch and the Ontario Statistical Centre. The Regional Development Branch thus was in a new organization that, by its nature, was central to policy. This meant substantial impetus towards an effective Regional Development Program.

***Evaluation Stage.*** Now that the initial year of effort in the Regional Development Branch had resulted in a thorough inventory of existing conditions, we were ready for the second important stage, which was that of evaluation of the needs and resources of the province. After extensive discussion and review, particularly within the Cabinet and Advisory Committees, the evaluation stage was divided into four parts: a study of existing trends; an invitation to the Regional Development Councils to submit their views on basic problems and proposed solutions, with particular emphasis upon local needs and resources; a similar invitation to the Regional Advisory Boards; and continued liaison among departments and agencies, so that any new reports of interest to the Regional Development Program, including reports from the Services and Research Sections of the Regional Development Branch, could be immediately utilized.

***Trend Study.*** In 1967, we foresaw the need to provide a standardized means for making effective policy recommendations regarding the various regions and subregions of Ontario. Two approaches were possible. First of all, mathematical



models of input and output of the province as a whole, and of the regions, might be produced. Secondly, past trends could be studied, including in these as many critical indicators as possible, and comparing the trend of each indicator in the smallest geographical unit for which data were available to the average for the province as a whole.

Although an input-output model was being prepared by the Economic Analysis Branch of the Department of Treasury and Economics, its data were not yet sufficiently refined for use in a regional model. Therefore we relied upon the trend approach, not because we were expecting merely to project trends in our planning, but because we wanted to understand trends in arriving at what would be optimum recommendations.

*Investigation of Experience Outside of Ontario.* In preparation for our trend work, we made a thorough study of selected programs of European countries, the United States, and the Federal Government of Canada, especially to learn their major objectives and the main criteria they used in quantifying those objectives. Seven points emerged:

1. The need for coordination of provincial government activities, including the examination of boundaries and centres of administrative regions, to provide for maximum harmony in carrying out the Program.
2. The need to examine the differences in geographic distribution and growth rates of total populations, and of selected population characteristics, of all municipalities and townships.
3. The need to examine the geographic distribution and growth rates of urban and rural places, and of urban units of different size classifications, throughout the province.
4. The need to examine the differences in geographic distribution and growth rates of economic sectors of the provincial economy, especially as these were regionally expressed.
5. The need to examine the differences in geographic distribution of investment, particularly the economic impact of that investment.
6. The need to examine the differences in geographic distribution and growth rates of selected cultural features, such as education and health, that were not explicitly mentioned above.
7. The need to provide for appropriate utilization of the physical setting, including specified land use and recognized conservation measures.

*Selection of Indicators.* Using these seven guide lines, we chose data which would indicate fundamental trends and reveal basic questions and problems. However, not all of the required information was available. We did not have the resources nor the time to carry out a new census of Ontario. Therefore it was necessary to adapt the criteria derived from our seven basic considerations to data which were available from the census information and from special tabulations of government and private sources. We decided that the effective period for examination of trends would be census years of 1951-1966, or any more recent year for which data could be obtained.

Ultimately, we selected 63 indicators of change in population, the economy, urban conditions, and as much other material as was available through data collection sources. These trends were calculated and mapped in five categories: high, moderately high, at the provincial average, moderately low, and low. We did our calculations, where possible, on a township-by-township basis; and, alternatively, at the scale of counties or larger units. The list of specific indicators is shown in the Appendix. It is expected that, when 1971 data are available from the census, all these trends will be published as a Regional Development Atlas.

Two maps emerged as particularly significant. Figure 5 summarizes the aggregate performance of all 63 indicators on a standardized basis. It shows where the performance in the province has been high, intermediate, at the provincial average, moderately low, or low. Figure 6 shows population change, in Southern Ontario by township. We found this figure to be particularly important, especially when considered further as to time periods (Fig.2). A net population change is a consideration which very probably transcends all others, (even Figure 5, which summarizes the various indicators). People move from one place to another for a specific reason or set of reasons. The point is that they do move—and records of that movement are very critical in a meaningful Regional Development Program. These two maps formed an important background for the development planning stage that was to emerge the next year: where performance had been high and population growth rapid, some policy measures could be brought forward to smooth out this expansion and structure it geographically so it would not result in, for example, harmful urban sprawl or urban and rural slums. Where general performance was adequate and population growth low relative to the provincial average, measures of acceleration—and, in extreme cases, of proposed outmigration—could be proposed. Where both geographical structuring and encouragement appeared to be necessary, these could be recommended.

*Invitation for Reports from Councils and Boards.* In March, 1968, the Treasurer and Minister of Economics, the Honourable Charles S. MacNaughton, extended an invitation to each Regional Development Council to carry out a survey, zone by zone<sup>[3]</sup> of its respective region, with particular emphasis upon: identification of the major problems of an urban and rural nature; the recommended solutions for these problems; the suggestion of cities and towns

[3] Nearly all of the development regions of Ontario are subdivided into zones, each of which usually involves a single county, but occasionally may involve two or more small counties.

which might be potential growth points; the suggestion of appropriate measures of land control that then were not being utilized, and a ranking of priorities of the points mentioned above. The Councils also were invited to submit their views on any points which they did not feel to be covered adequately by the suggested headings. Finally, the Councils were asked to make a survey of sources of data in their regions that were not obtainable through the census or other channels of normal reporting.

The Regional Advisory Boards were invited to submit their views on the same points, and also to propose any additional suggestions which, in their opinions, were not adequately covered by those points.

This effort—the seeking of information from the people themselves and from the field representatives of the Government of Ontario—was as important as trend evaluation to the later formulation of development plans. From our own internal trend study, using quantitative data, we were able to arrive at a reasonably objective view of the performance of various parts of the province compared with the provincial average. From the qualitative judgment of the people of the regions of Ontario, as expressed through the Regional Development Councils, we received a remarkable degree of insight into the problems and proposed solutions as viewed by the people. From the Regional Advisory Boards, functioning as they were from field offices of Provincial government departments, we received quite a different, and equally important insight. Essentially all recommendations had been reviewed by the end of the calendar year 1968.

*Liaison Within Queen's Park and With the Federal Government.* Also very important was continuing information being received from various departments and agencies at Queen's Park itself, as well as the growing liaison with the Federal Government. This overall liaison took many expressions, and contributed significantly to the fact finding stage of the Program.

*Initiation of Northwestern Study.* In April, 1968, a study was initiated of the more heavily populated portion of Northwestern Ontario, jointly financed by the Federal and Provincial Governments under the ARDA program. The work was carried out by the staff of the Regional Development Branch under general direction of a Federal-Provincial Committee, and in close cooperation with the Northwestern Ontario Regional Development Council. This study has proven to be very valuable, not only in itself, but also as a pilot for future work in the northern and eastern portions of Ontario. Three reports have been publicly released for discussion: in November, 1969, an analysis of needs and resources; in October, 1970, a set of policy recommendations, and in August, 1971, a policy statement. (See pp.81-87.)

*The Toronto-Centred Region.* Meanwhile, under the guidance of the Advisory Committee for Regional Development, additional reviews were made of earlier research which would be useful for the first meaningful statement on the Toronto-Centred Region.

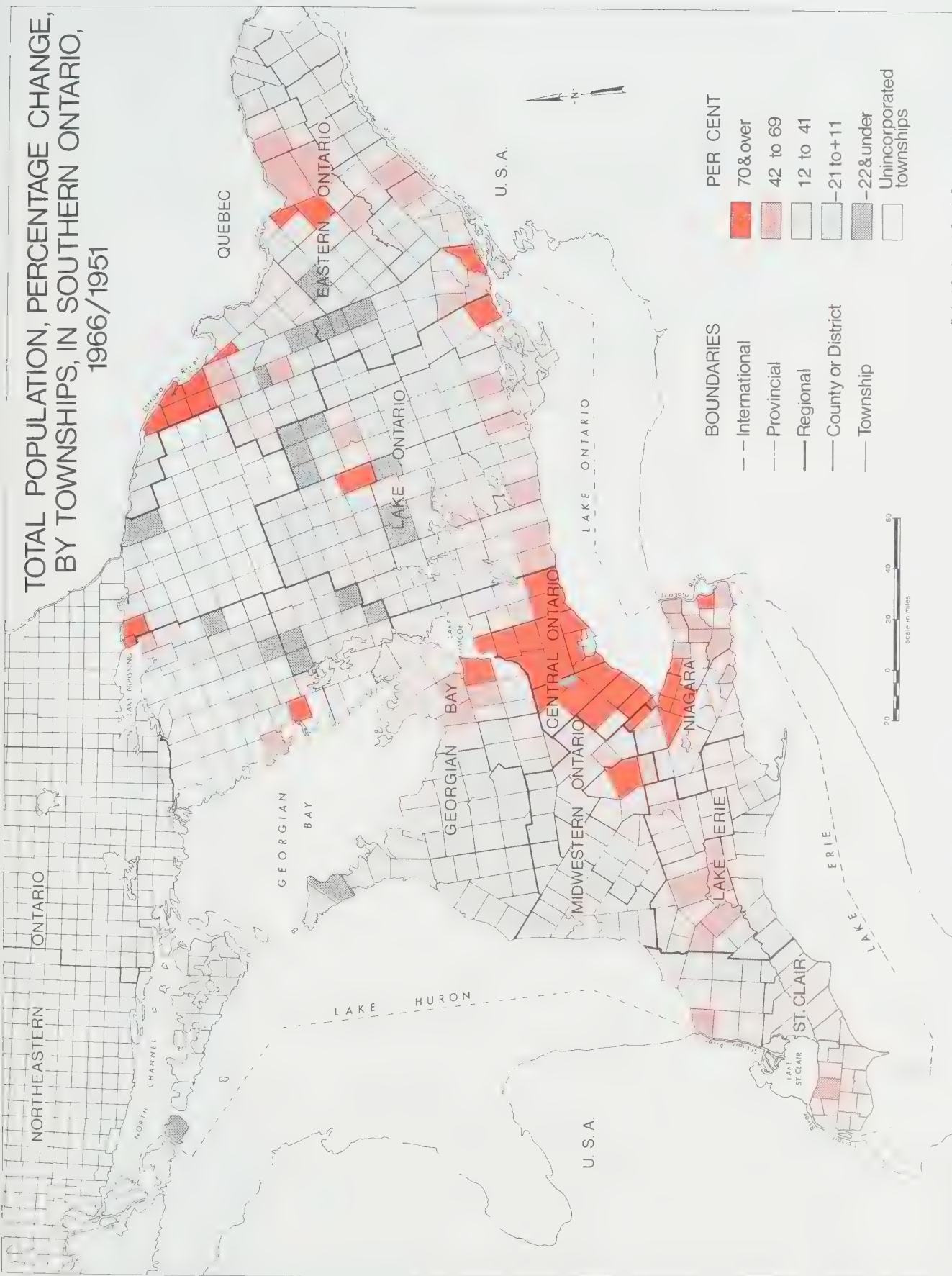
DATA SOURCES: 1951 THROUGH 1966



For list of indicators, see Appendix



# TOTAL POPULATION, PERCENTAGE CHANGE, BY TOWNSHIPS, IN SOUTHERN ONTARIO, 1966/1951



Population Change in Southern Ontario by Township, 1951-1966

As mentioned previously, a major research effort had been initiated in 1962, involving not only the Government of Ontario but also the Metropolitan Toronto Government and other agencies.<sup>[4]</sup> As implied by its title, the Metropolitan Toronto and Region Transportation Study (MTARTS), this research was concerned not only with Toronto but also with the region of some 60-mile radius from the heart of downtown Toronto. The MTARTS group proposed six possible alternatives for the growth of Toronto into its immediately adjacent region. Two of these were trends, one low density and one high density, which might well occur if no regional planning took place (Fig. 7). Four were specific goals, ranging from a structured growth oriented particularly to the shore of Lake Ontario to a series of alternatives reaching inland, especially to the north and west (Figs.8-11).

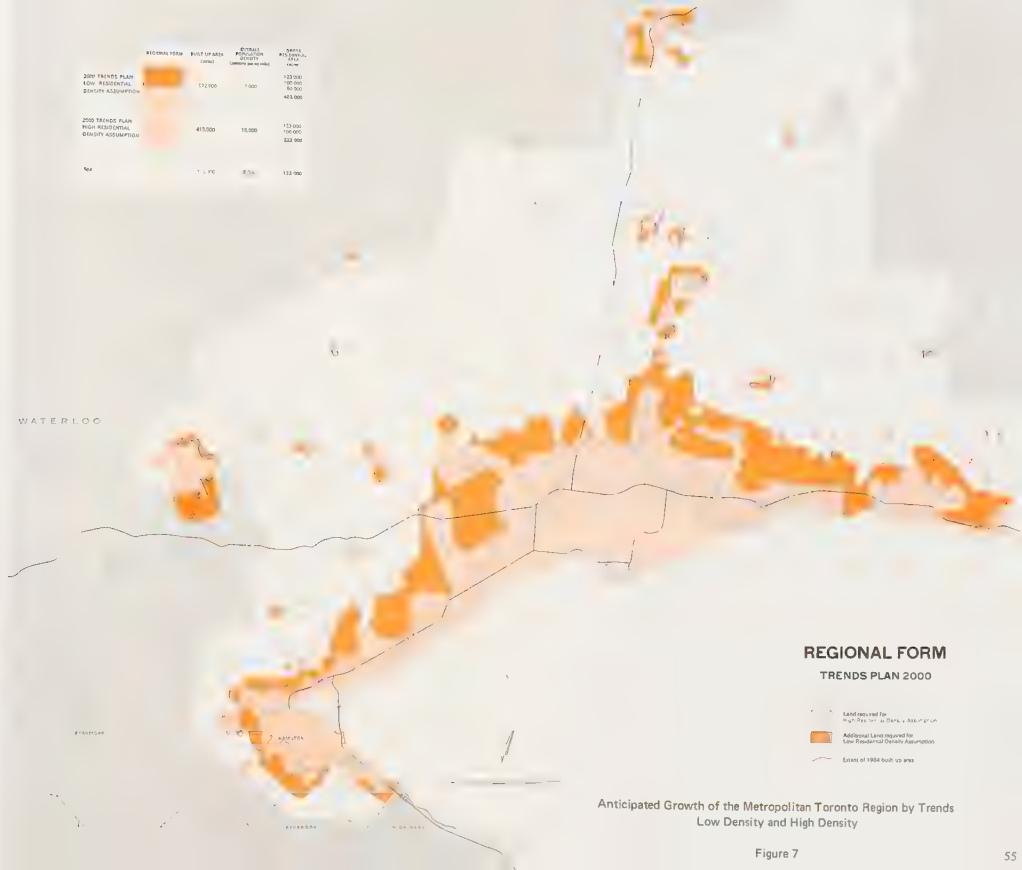
A three-volume study by the Metropolitan Toronto and Region Transportation group was released in June, 1968, by then Prime Minister Robarts and the then Minister of Municipal Affairs, the Honourable W. Darcy McKeough. Briefs were invited to this report, to be submitted to Charles S. MacNaughton, then Treasurer and Minister of Economics, for further review. Meanwhile, a special Goals Planning Committee for the Toronto-Centred Region, which I had the honour to Chair, was struck by the Advisory Committee on Regional Development. This Goals Planning Committee was charged with the responsibility of reviewing the briefs received from public and private groups regarding the MTARTS study, and to provide liaison with the Regional Development Branch in the preparation of a refined document for the Toronto-Centred Region, in harmony with the overall Regional Development Program. The Committee commenced to function in August of 1968. *Design for Development: The Toronto-Centred Region* was released in May, 1970. Because of the complexity of the Regional Development Program, the Goals Planning Committee was then replaced and augmented by two larger technical committees (p. 66).

*Design for Development-Phase 2.* In December, 1968, a companion document to the original *Design for Development* was released by the Government of Ontario. This document contained a speech in the House by Prime Minister Robarts and a second by the Honourable Mr. McKeough, stating in detail the degree of overlap and distinction between the Government of Ontario's Program for Regional Development and that for Regional Government. These matters will be treated in Chapter IV.

*Continuation of Ongoing Effort.* The Niagara Escarpment Study and the university research program were pressed forward actively in this period, as was continued liaison with Regional Development Councils and the general public. We were coming to realize and appreciate even more fully than before the vital importance of a smooth transition from existing conditions to an effective Regional Development Program.

[4] The MTARTS Executive Committee included the Provincial Departments of Economics and Development, Highways, Municipal Affairs, and Transport, plus the Municipality of Metropolitan Toronto.

	REGIONAL POP.	BUILT UP AREA (SQUARE)	TOTAL POPULATION DENSITY (PERSONS PER SQ. MILE)	PERCENT BUILT UP AREA PER PERSON
2000 TRENDS PLAN LOW RESIDENTIAL Density Assumption		172,000	7,000	403,000
2000 TRENDS PLAN HIGH RESIDENTIAL Density Assumption		413,000	16,900	233,900
Net		1,370	5,500	122,900



Anticipated Growth of the Metropolitan Toronto Region by Trends  
Low Density and High Density





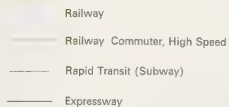
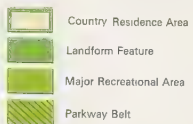
# GOALS PLAN I





# GOALS PLAN II

2000







# GOALS PLAN III

2000

## LEGEND

- Regional Centre
- Subregional Centre
- Local Centre
- 10-50      Population Range  
in thousands
- 50-100
- Landform Feature
- Parkway Belt
- Railway
- Railway, Commuter, High Speed
- Rapid Transit (Subway)
- Expressway









Metropolitan Toronto and Region Goals Plan 3.



# GOALS PLAN IV

2000

## LEGEND

-  Regional Centre
-  Arc City
-  Landform Feature
-  Railway
-  Railway (Improved Service)
-  Expressway



Metropolitan Toronto and Region Goals Plan 4.





## 1969 and Later: The Plans Emerge

*Bringing the Threads Together.* By the beginning of 1969, all available information which we could use in setting down the first dimension of a Regional Development Program were either at hand or soon to be received. The Regional Development Councils had submitted their recommendations, and all ten reports were tabled in the Legislature in March of 1969. These were, and continue to be, basic sources of information and advice in the preparation of development plans.

Similarly, the Regional Advisory Boards had forwarded their recommendations and these, too, have been extremely important to the planning stage.

Meanwhile, the results of our inventory and evaluation stages also were ready for use.

The briefs from the release of the MTARTS study either were in or being received by the beginning of 1969, and were being processed.

The study of Northwestern Ontario was under way and beginning to give us some initial findings.

The university research program had already produced some effective results—not only in terms of general suggestions for the development process, but also of manufacturing within the Toronto-Centred Region, utilization of agricultural land in the Niagara fruit belt, and growth structures of the Toronto-Centred Region.<sup>[5]</sup>

*Allocation of Responsibilities.* The allocation of various responsibilities for the Regional Development Program had been prescribed in some detail in the original White Paper, *Design for Development*. The administrative structure of the Program, previously described, worked very well during the plan creation stages, requiring very little adjustment. The only major change from the initial structure was the use of the Goals Planning Committee in a review procedure at the technical level for all plans which emerged and were to be submitted to the Advisory Committee.

[5] At the time of this writing, published reports in the University Research Series included:

Field, N.C., and D.P. Kerr, *Geographical Aspects of Industrial Growth in the Metropolitan Toronto Region*, Toronto, Regional Development Branch, Department of Treasury and Economics, 1968.

Reeds, L.G., *Niagara Region: Agricultural Research Report*, Toronto, Regional Development Branch, Department of Treasury and Economics, 1969.

Russwurm, Lorne H., *Development of an Urban Corridor System: Toronto to Stratford Areas, 1941-1966*, Toronto, Regional Development Branch, Department of Treasury and Economics, 1970.

An additional study financed by the university research program but published separately was:

Hodge, Gerald, *Theory and Reality of Industrial Location in the Toronto Region*, Toronto, Department of Urban and Regional Planning, University of Toronto, 1970.

In 1970, as the Regional Development Program gained momentum, it was necessary to broaden the review committee structure. The Goals Planning Committee was then replaced by two committees, and the membership of both was enlarged. The Committee for Central and Southwestern Ontario, whose area of jurisdiction involves not only the Toronto-Centred Region but also the Lake Ontario, Georgian Bay, Midwestern Ontario, Lake Erie, Niagara, and St. Clair Regions, is concerned with the structuring of performance where it is high, adequate conservation of the physical setting, and care of isolated "pockets" of slower growth. The Committee for Northern and Eastern Ontario was given responsibility for technical review of the Northwestern, Northeastern, and Eastern Ontario Regions. It is concerned first and foremost with problems of growth and secondarily, because of lower densities there at this time, with conserving the physical setting and structuring the embryonic growth—or the decline—which is taking place. Membership in these two technical committees has been expanded appreciably beyond that of the Advisory Committee to include essentially every agency and department which conceivably has an interest in the Regional Development Program. Each now contains more than twenty members, and each reviews thoroughly the plans to be proposed to the Advisory Committee before they are actually submitted.

Within the Policy Planning Division, which technically is outside the specific administrative structure of the *Design for Development* Program, but which is in very close liaison with that Program, we realized at once the need to coordinate closely the Regional Development activities of the four Branches of the Division. Accordingly, forecasting is a responsibility of the Economic Planning Branch; preparation of the Provincial budget of the Taxation and Fiscal Analysis Branch; the spatial distribution of both human and economic activity, and the conservation of the physical setting, of the Regional Development Branch, and federal-provincial relationships of the Federal-Provincial Affairs Secretariat. Need for close cooperation was recognized from the outset.

An important consideration in this cooperation was the fact that policy could not be arrived at linearly; it could not be fully rationalized in terms of economic structure, and then merely transmitted to space; nor could it be fully rationalized spatially and then merely allocated as to structure. Instead, it was necessary for a constant interplay between structural and spatial viewpoints and considerations. Only in this way can an effective Regional Development Program be constructed.

***Fundamental Goals for the Development Plan.*** Three fundamental goals emerged as basic for the development plan: its totality and need for effective coordination; its human and economic aspects, and its importance to conservation of the physical setting. These ideas have been discussed. (See especially pp. 29-32; 38-39; 49-50.)

*Performance Areas and Growth Points.* We saw also that, in a province which is increasingly urban, the role of growth points, or Centres of Opportunity, would be critical. After long internal discussion, we concluded that the growth point concept was useful, but should not come to dominate the thinking of the Regional Development Program to the extent that it would be inflexible. (For further discussion of growth points, see pp. 10-12.)

*Three Types of Growth Point.* In our conceptual thinking, three types of growth point emerged. These were *Primate*, *Linked* and *Strategic Centres*.

*The Primate Centre.* First, we recognized the dynamic activity within growth poles and large growth centres. These, which we called *Primate Centres*, would probably include all of the major metropolitan areas of Ontario, plus selected growth poles and larger growth centres which dominated substantial areas. Likely candidates for such centres would be Toronto, London, Ottawa, Hamilton, Kitchener-Waterloo, the Niagara Region, Windsor, Sudbury, North Bay, Sault Ste. Marie, and Thunder Bay, plus others selected in detailed research of each region. In areas of low and moderately low performance (Figs. 5 and 6), we would look to these Primate Centres in developing a more diversified regional economy. In such areas, the best way to stimulate growth or counteract decline—unless mining, forestry, or some other primary industry shows marked promise—is to encourage those large, diversified urban places which might have a chance to attract certain kinds of secondary manufacturing and services. These Primate Centres would be considered the keystones of growth potential for such areas.

*The Linked Centre.* In those broad sections of Ontario where various levels of urban growth are quite rapid, we would look not only to the Primate Centre but also to the *Linked Centre* to achieve desired results of the Regional Development Program. A Linked Centre depends in large part upon a Primate Centre for economic support—whether as a source of employment for many of its residents, or as a source of supply for its materials and a market for its products. It is seldom if ever located beyond 90 miles from a Primate Centre because of a need for easy transportation access.

Where the objective of our Regional Development Program is the structuring of spontaneous growth, the Linked Centre plays a role. Its association with the Primate Centre must always be kept in mind in any measures for regulation of rate and direction of growth of established urban places, and in the location of new urban places. Thus, both overspill and interceptor growth points are linked centres.

Where the objective of our Regional Development Program is the stimulation as well as structuring of slow growth, Linked Centres can play a vital role. Whereas, under trends, a Primate Centre expands within itself and its immediate suburbs, thereby draining the resources of its immediate region, under our concept the resources of the Primate Centre would be utilized in part to stimulate

growth in Linked Centres where proximity to the Primate Centre makes this possible. Thus, certain kinds of manufacturing and services could be decentralized from the Primate Centre to Linked Centres located as far away as 90 miles. By encouraging such decentralization, with due allowance to conservation of the physical setting, we would be achieving a major objective of the Regional Development Program—the smoothing out of geographical imbalance of population. In this action, we would also contribute to conservation of the physical setting in that such decentralization diffuses many of the key sources of pollution. However, wherever performance is low, there probably will be insufficient momentum within the Primate Centre to support Linked Centres. Each region will need to be judged with respect to its own conditions.

*The Strategic Centre.* Finally, the role of the *Strategic Centre* is essential to a complete Regional Development Program. Strategic Centres are especially important because of their potential for performance without strong ties to a Primate Centre, and of their access to a large proportion of the people in a region. Their purpose is mainly to provide employment opportunities for their own populations and people living in their journey-to-work zones. They are used mainly in areas of low and intermediate performance as devices for stimulation but also for structuring. Strategic Centres therefore should be sufficiently widely separated that they do not interfere seriously with each other's commuting patterns, but sufficiently close that any one person living half-way between them would not have to spend more than 90 minutes a day commuting to and from work.

By encouragement of key Strategic Centres, it is possible to counteract some of the declining trends of a slow growth area—a policy which would not be feasible financially if efforts were made to assist every centre in the area. However, it is important that the benefits from the Strategic Centres reach out to many people living in a given area, and not be concentrated merely within the Centres themselves.

In our study of Northwestern Ontario, we found it necessary to divide Strategic Centres into two further classes, which we called Strategic “A” and Strategic “B”. The Strategic “A” Centre had a potential for substantially diversified development, whereas Strategic “B” Centres were dependent upon a single resource or at best a combination of two resources with definite, known reserves and an uncertain future when those reserves were gone. Although Strategic “B” Centres were in no way to be discouraged, we believed that the long range, consistent future of the region lay with the Primate and Strategic “A” Centres.

*Transportation Policy.* A conceptual plan rests to a very important degree upon the network of transportation, communication, power lines, sewer and water supply lines, and other *linkages* by which people, goods, messages, and



energy move from one place to another. We are speaking here particularly of facilities, costs, time and policies. Again, we were faced with a chicken-or-egg dilemma. It is impossible to make meaningful policy recommendations on a province-wide basis without a thorough understanding of the needs and resources of each region. On the other hand, many of the policy recommendations for each region would depend upon a thorough knowledge of these various linkages. The Metropolitan Toronto and Region Transportation Study had provided a considerable insight into linkages of this nature for that particular region, and we emphasized transportation, by way of a special report, in our study of Northwestern Ontario. Therefore, in our two pilot areas, we had some preliminary insight into the linkage relationships, which we utilized for later recommendations. However, we recognized that these two pilot projects could well give us some of the basic questions to ask in a thorough study of linkage potential for Ontario, which would need to be carried out at an early stage of the Program before implementation on a province-wide basis was undertaken.

*Conservation.* Conservation of the physical setting, including the adequate reservation of various-sized parcels of land for open space and recreational purposes, especially of the highly urban component of the population but also for rural people and visitors, has always been a major aspect of Ontario's Program for Regional Development. The Niagara Escarpment study can be cited as an early statement of such interest. The specific means of realizing this important objective will be explained in the section on analysis of needs and resources.

*Schedule for the Planning Stage.* A two-phase, twelve-step schedule by now had been drawn up for the planning stage, called "Approach to Plan". The first phase was to be an analysis of the needs and resources of each region, and the second a tentative set of policy recommendations. A third phase, to be introduced later, would consist of policy statements and anticipated means of implementation.

The twelve steps were considered to include the inventory and evaluation stages, and all other information received from the various sources. They are shown in Figure 12. The first seven steps are in the analysis phase, and the final six (including a one-step overlap from the analysis phase) in the policy recommendation phase.

*Provincial Goals and Constraints.* We began with the idea of the provincial goals and constraints within which we were working. (We have just stated the three major goals in the section immediately above; see p.66.) Constraints were general, but nevertheless relevant; there would be little point in advocating a major factory in a part of the province where the financial resources would not be adequate and the chance for long range success would be minimal. Therefore, at each step of our two phases, we were always mindful of the financial and other constraints which would so seriously interfere with the recommendation as to weaken or even nullify it.

*Growth Trends.* Our second step involved examination of growth trends in the evaluation stage as previously described in this book, and the aggregation of performance areas. As an immediate follow-up, also considered a part of the same step, we examined recommendations from Regional Development Councils, Regional Advisory Boards, our university research projects, and other government departments and agencies.

*Social and Economic Base Studies.* Our third step was to carry out a social and economic base study for each of the ten development regions, with special emphasis on the past performance and future potential of each. These studies were based appreciably upon earlier work in the evaluation stage. In addition, new information was obtained by questionnaire, particularly regarding trends in location and efficiency of various sizes and types of manufacturing establishments.

*Land Use Studies.* The fourth step, which was very important, involved conservation of the physical setting. Under joint Federal-Provincial ARDA financing, with general administrative arrangements analogous to those of the Northwestern Ontario study, we began an intensive and yet comprehensive appraisal of existing and potential uses of the land in each of the planning regions of Ontario. The appraisal has been in three sub-stages: (1) an inventory of present land use, (2) an evaluation of the physical capacity of the land for alternative uses, particularly as indicated by the Ontario and Canada Land Inventories, (3) a projection of the impact of demand—especially from urban, agricultural and recreational sources—on land use. This ongoing study, on a region-by-region basis, is still in progress at the time of this writing.

*Impact of Technology.* Still another step was an appraisal of new technological developments upon our regional conditions, with specific reference to the present (1969-1971), and to the initial target year of 1981. Longer range consideration was also given to anticipated conditions in 1991 and 2001. In this appraisal, we were concerned not only with social and economic features, but also with the physical setting, and hence there was an overlap between these efforts and those of step four.

*Possible Centres of Opportunity.* A sixth step was the examination of possible Centres of Opportunity, or growth points, whether for stimulation or for geographical structuring of the spatial pattern of the Provincial economy. The chief criteria used in this examination have already been discussed. (See pp. 10-12; 67-68.)

*Selection of Regional Goals.* Based upon all preceding steps, and with particular attention to recommendations from the Regional Development Councils and the Regional Advisory Boards, we then listed the goals of each region. As is explained more fully in the next section, these lists were very detailed and were subjected to much public discussion before being recommended as policy.

*The Analysis Reports.* The seven steps listed above formed the basis for our analysis reports. In the final chapter of each report, we introduced the Province's planning, programming and budgeting procedure. PPB, as it is commonly known, is a complex, computer-based means of planning budgetary allocations within large organizations. Its use commenced in the Government of Ontario in 1968. However, only with the release of these analysis reports were the regional implications of PPB brought into sharp focus.<sup>[6]</sup>

Under this system, the entire spectrum of Provincial budgetary expenditure was subdivided in terms of regional priorities into eight headings:

- Economic development
- Transportation and communication
- Community and regional environment (later changed to Environmental protection)
- Social and economic welfare
- Health
- Public safety
- Education
- Recreation and culture.

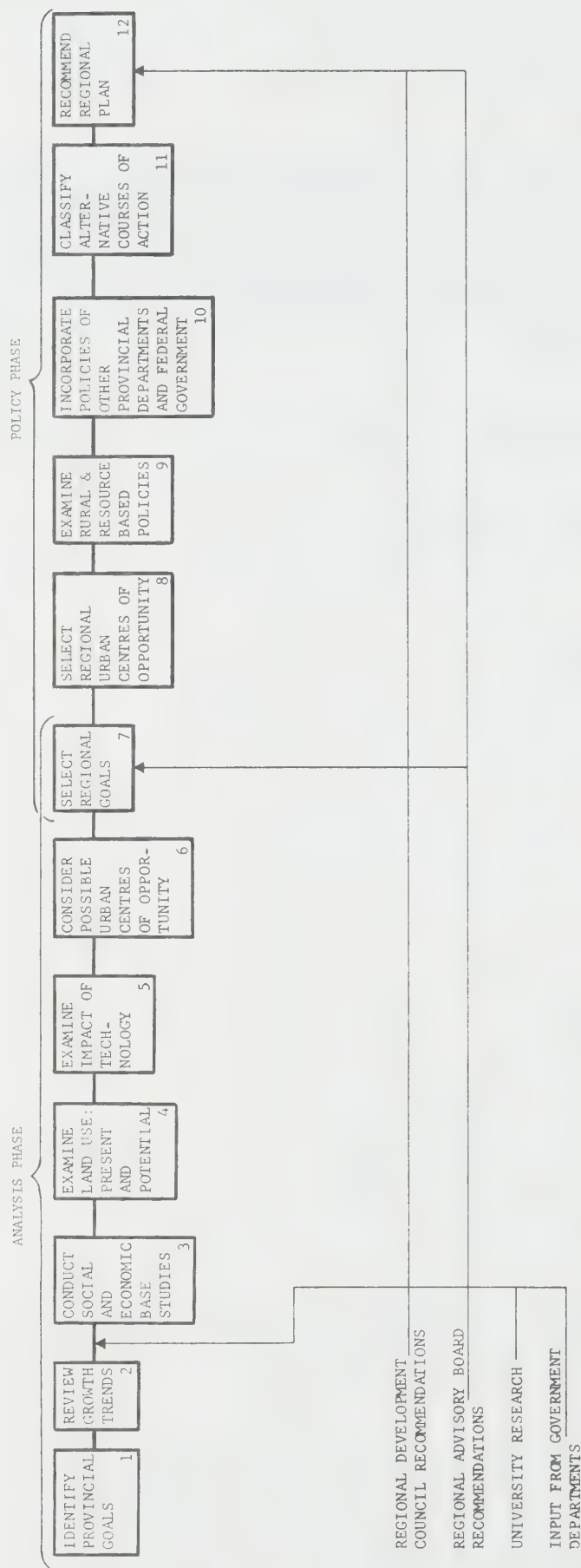
In our actual regional assessment, we further subdivided each of these headings into subheadings and priorities, an example of which, under economic development, is shown below:

- Increase per capita income and productivity
- Reduce outmigration or increase population growth
- Reduce unemployment, annual and seasonal
- Increase male employment opportunities
- Increase female employment opportunities
- Increase or provide employment opportunities for skilled people and those with higher education
- Increase manufacturing employment
- Increase services and construction employment
- Increase industry diversification in each sector
- Increase urban centres for industry and services.

On the basis of information at our disposal, we assigned high, intermediate, or low priorities to each of these eight full categories and subcategories, and cross-indexed them by counties. We then forwarded the entire reports for processing through the *Design for Development* administrative structure. Upon completion of this process, each of the analysis phases was publicly released by the Treasurer and Minister of Economics at a special meeting, for subsequent discussion on a community level. At each of these discussions, most of which

[6] Mr. Michael Foster, Assistant Director of the Regional Development Branch during 1970, played an important role in formulating the regional breakdown of PPB procedures.

APPROACH TO PLAN: STAGES IN DEVELOPMENT PLANNING FOR EACH REGION



Regional Development Branch  
Department of Treasury & Economics

Approach to Plan.

Figure 12



were convened by the Regional Development Councils and to which all individuals of communities were invited, the background of the report was presented and the priorities read, item by item, so that everyone in attendance at each meeting would have the opportunity to react to priorities set down tentatively for his particular area. Upon completion of this discussion, the reports were revised in view of the comments received at the meetings and in view of written briefs received subsequently, and preparations were made for a second-phase report.

***Policy Recommendation Phase.*** As mentioned, this phase was made up of six steps, the first of which overlapped the Analysis Phase: the interpretation of regional goals as clearly understood from the Analysis Phase; the selection of possible growth points in the region; the examination of other plan objectives, particularly those of conservation and use of the physical setting; the re-examination of all Federal, Provincial, and local regional planning to be certain of general understanding of the proposals which were emerging; the projection of a series of alternative policies, and the selection of a recommended policy. (See Fig.12.)

At the time of this writing, second-phase reports have been released for two pilot regions: The Toronto-Centred Region (Concept only) and Northwestern Ontario.

***The Toronto-Centred Region.*** I have indicated previously the background to the production of *Design for Development: The Toronto-Centred Region*. This report, which intentionally was kept short in its public version so that it would be read by a large number of people and benefit from their reaction, stemmed from a number of basic sources. First of all, substantial research had been carried out in the Metropolitan Toronto and Region Transportation Study which was publicly released in June, 1968. Additional information was received from numerous public and private sources as a result of that release. Commentary from the Central Ontario Regional Development Council and the Central Ontario Regional Advisory Board was of assistance. Our own research in regional development, particularly the evaluation stage trend study, indicated clearly how the various parts of Toronto's hinterland were performing. A number of university research studies had direct relevance to this Concept. Finally, while the discussion and preparation of a new report was going on, remarks and information were being received on an ongoing basis from other departments and agencies.

***Importance.*** The critical point of our consideration was that, in the Toronto-Centred Region, we were responsible for a set of key recommendations on regional development that would affect all of Ontario. This region, which contains over one-half of Ontario's people and, according to our forecasts, could well contain more than three-fifths by the year 2000, is situated geographically in pivot position between that general area of the province which is performing well and that which is performing less satisfactorily (Figs. 2, 5 and 6). Functionally, it

also is in a pivot position, whether viewed as to economic, political or social conditions. Thus we were immediately faced with the challenge of structuring performance which is high and encouraging better performance where such action appeared to be desirable. Furthermore, since the entire Toronto-Centred Region is sufficiently close to the core of Metropolitan Toronto as to be under substantial influence from that core, our recommendations could be assured of implementation because the dynamic energy of the metropolitan core could be utilized, at least in part, for this purpose.<sup>[7]</sup>

*Boundaries.* Our early considerations of the Metropolitan Toronto and Region Transportation Study indicated that the region as delimited by MTARTS was of insufficient size for the type of effort in which we were involved. The MTARTS region excluded such key urban places as Brantford, Kitchener-Waterloo, Midland, and Peterborough. In the early discussions within the Regional Development Branch and the Goals Planning Committee, we decided to include these key urban units in an enlarged Toronto-Centred Region, especially so that linkages between Toronto and these places could be better understood. A decision also was made not to exclude these places from the other regional studies. Hence the boundaries of the Toronto-Centred Region intentionally overlapped the boundaries of the adjacent planning regions. (See Figure 4.) This overlap has proved very valuable, inasmuch as the enlarged Toronto-Centred Region study provides an insight into the relationships between Toronto and the key urban places cited above (and into non-urban relationships as well), while the studies within each of the neighbouring regions traced those relationships outward from those key urban places to areas beyond.

*Synthesis.* Our next task was to rationalize all the various information into a meaningful concept. The MTARTS effort was particularly important in that it had examined possible structuring of growth which was more or less spontaneous. Our regional development research had indicated clearly that performance was

[7] It is important at this point to emphasize once again the comparative ease with which, using only relatively few and small financial incentives, it is possible to encourage orderly growth of a sizeable area immediately adjacent to a metropolitan core. One practical demonstration of this idea was an earlier effort by the Area Development Agency of the Federal Government to designate the Georgian Bay Region as a slow-growth area, and to offer financial incentives to manufacturing plants which would locate there. That area extended from the northern portions of Bruce and Grey Counties eastward to include territory substantially north of Georgian Bay. The incentives were uniform throughout the designated area. However, none of the manufacturing firms which accepted the incentives, with one minor exception, selected locations far beyond 90 miles from Metropolitan Toronto, and most chose sites within centres with comparatively easy access to Toronto—Midland, Collingwood and similar places.

unsatisfactory in the northern and eastern section of the Toronto-Centred Region and immediately adjacent territory, and that this performance could be influenced by remedial action taken within key growth points located within the region. Our objective, therefore, was to bring together an appropriate mix of structuring and stimulation, always in the light of adequate conservation measures of space and natural resources, for a dynamic Toronto-Centred Region of the present and of the future. We realized from our university research and from the experience of the Federal Government in Georgian Bay that a substantial portion of manufacturing in the Toronto-Centred Region regarded Toronto as a market or as a key break-of-bulk point.<sup>[8]</sup> We also received strong evidence that some traditional locational factors—differences in rates of industrial wages, local industrial taxes, transport to the Toronto market and land costs—may not be as important determinants of manufacturing location in the Toronto-Centred Region as they were generally thought to be.<sup>[9]</sup> Therefore, it was possible to recommend, as policy which was not only sound economically but also an improvement to the quality of life in the Toronto-Centred Region, some substantial measures to counteract the trends that were then taking place—to discourage excessive growth to the west and south of Metropolitan Toronto, and to encourage growth to the north and east.

*Population and Targets.* Our next task was perhaps the most formidable, inasmuch as it involved Provincial as well as regional policy. Our population trend study had shown clearly the relative gain of a few metropolitan areas in the province over the past fifteen years and losses ranging from nominal to substantial in many rural and more remote places (Figs. 2, 5 and 6). The posture of the Regional Development Branch within the entire Regional Development Program, a posture which we maintained steadfastly in discussions of the Toronto-Centred Region, was to choose among four alternatives:

1. Maintain the status quo and not attempt to alter existing trends in population change.
2. Encourage outmigration and contraction of the more remote areas.
3. Encourage rapid expansion of the more remote areas, with substantial, and in some cases with massive, investment.
4. Encourage a moderate expansion of key places in the remote areas, thereby offsetting the excesses of population decline, and harness these places as effectively as possible to the key growth poles and growth centres of the fast growing areas.

[8] Field, N.C., and D.P. Kerr, *op. cit.*

[9] Hodge, Gerald, *p. cit.*

On the basis of our own research and our insight into experience elsewhere in the world, we concluded that it would be inadvisable to recommend the first three of these alternatives, and concentrated upon the fourth. This meant a recognition of the economic and social magnetism of most metropolitan areas, wherever they were located.

We accepted as a feasible range of population in the Toronto-Centred Region for the year 2000, a figure which was slightly beneath trends. This action, taken after long and careful deliberation in committee, was consistent with our position of encouraging moderate expansion of remote areas.

Another important consideration was the configuration of the Toronto-Centred Region itself, which was limited by the north shore of Lake Ontario, more or less, to half a circle. Therefore, unlike many metropolitan areas, Toronto does not have the privilege of expanding in all directions, but only to the west, north and east.

However, even this area is not being effectively utilized under trends. Only a wedge of some 45 degrees, including the Toronto Metropolitan core and reaching out to Kitchener-Waterloo, Guelph and Hamilton, is expanding rapidly. The remaining 135 degrees is growing fairly moderately, although the rate of growth of some of the smaller townships appears somewhat spectacular because of the low population base figures from which those rates are constructed. More important, the influence of certain growth points located within, but near the outer boundaries of, the Toronto-Centred Region affects journey-to-work zones beyond that region.

If, therefore, it is possible to encourage a manufacturing or service industry to a Linked Centre in north Simcoe County, and another to the vicinity of Port Hope and Cobourg, commuting employment opportunities are provided there for people living as far as fifty miles from these Linked Centres. At the same time, excessive congestion is checked within, and to the west of, Metropolitan Toronto.

*Guide line Principles and Goals.* These considerations were basic to the outline which finally emerged of *Design for Development: The Toronto-Centred Region*. That document is well known, and is available for consultation as to detail. In particular, the document rests upon five basic principles which emerged in the discussions of the Regional Development Branch and the Goals Planning Committee, and which are stated on page 10 as follows:

1. *The principle of linearity, which seeks as far as possible to align urban places along a series of more or less straight paths to take maximum advantage of parallel routes for transportation and services.*

This principle is a recognition of a simple but important fact: transportation lines and sewer lines, and to a lesser degree other routes of transportation and



communication, necessarily influence the location of urban places and of key components of such places. It would be nice to locate urban features according to an optimal pattern (Fig. 1), but highways must connect such places, and highways are by nature linear. This does not mean, of course, that all cities and towns nor all key components of cities and towns are to be planned in a ribbon pattern; it does mean that these linkage facilities, which, after all, must be placed somewhere, will by their very nature attract settlement and encourage a linear pattern.

*2. The principle of functional efficiency, which seeks a best set of political, economic, and social relationships for all urban and rural places.*

The principle can be stated either very shortly and simply (which the Government of Ontario chose to do) or very complexly. Clearly, urban places in functional harmony have established an hierarchy so that the relationships among large, intermediate, and small units are identifiable and well known. In effect, each has found its position in the "pecking order". This pecking order includes cultural amenities as well as economic relationships, and also regional government and other political aspects. The task of the specialist in planning, when he confronts such an order, is to examine it carefully as to whether it is functioning in total harmony and with maximum efficiency, and to make suggestions if these are needed. This is as necessary in recommending the spatial configuration of regional government as it is for the spatial distribution of regional development.

*3. The principle of decentralization, which emphasizes (i) the importance of metropolitan centre influence, and (ii) a logical distribution of urban places within a metropolitan region, with special attention to the encouragement of smaller centres which functionally are related to the metropolitan region, but geographically are located beyond easy commuter range to the metropolitan centre.*

This principle was one of the key regional development additions to *Design for Development: The Toronto-Centred Region*. Within that region, it laid the groundwork for our fundamental objectives of decentralizing some of the dynamic energy from Metropolitan Toronto to key points, especially Linked Centres, within the Toronto-Centred Region.

*4. The principle of space conservation, which stresses, on a per capita basis, adequate open space and recreational requirements.*

That this principle is self-explanatory does not detract from its significance.

*5. The principle of natural resource conservation, which stresses the need for careful use of land, water and air.*

It was decided to separate the conservation of natural resources on the one hand and space on the other because, in truth, they are not one and the same.

Natural resources, which are an inheritance within the physical setting, have a meaning within themselves, especially in terms of alternative uses to which they may be allocated. The spatial or geographical distribution of these resources, and of the people which use them, may have quite a different meaning.

Utilizing these principles and twelve goals which, in effect, elaborated the principles, the administrative personnel of the *Design for Development* Program arrived at a final agreement. (See Figure 13.) Briefly, Goals Plan 2 of the Metropolitan Toronto and Region Transportation Study was accepted as one of the fundamental tenets of the Toronto-Centred Region, and a variation of Goals Plan 4 was chosen to complement the lakeshore-oriented Goals Plan 2. That variation of Goals Plan 4 was particularly important to Regional Development planning, inasmuch as it was a substantial change from the original submission. The final recommendation was for encouragement of growth in the north and east of the Toronto-Centred Region as much as possible. This differed from the original Goals Plan 4 orientation to the north and west, where growth was already rapid and somewhat spontaneous. Also, it was recommended that growth be encouraged in two key areas—north Simcoe County and the Port Hope-Cobourg vicinity, rather than the four centres to the north and west as identified in Goals Plan 4. Finally, the allocation of expected population to the outer periphery was increased to essentially two million by the year 2000.

To specify population allocations, the Toronto-Centred Region was divided into three zones (Fig. 13): a lakeshore urbanized area (Zone 1), an open area zone where conservation was to be encouraged (Zone 2), and a peripheral zone of selective treatment (Zone 3).

*Final Recommendations.* In its Concept for development of the Toronto-Centred Region, the Government of Ontario recommended seven major points:

1. Develop a well structured Zone 1 along the Lake Ontario shoreline from Bowmanville to Hamilton. Although the details are explained in the document itself, this goal particularly involved the maintaining of a pattern of identifiable communities by means of a parkway belt which, along its trunk and feeder lines, would at once provide transportation linkages among the communities and, being a substantial corridor of open land, prevent the communities from growing together into urban sprawl. A proposal also was made to allocate significant growth to the eastern limb of this urbanized area, and to structure carefully the growth within and to the west of Metropolitan Toronto.

2. Within the peripheral Zone 3, a proposal was made to develop urban areas in north Simcoe County, and another in the vicinity of Port Hope and Cobourg. This objective reflected the conviction that decentralization of some future growth from the Metropolitan Toronto vicinity must begin soon and that these were appropriate places to encourage new growth.

3. Also in the peripheral zone, the roles of Kitchener-Waterloo, Galt and Guelph, and other key urban places, particularly in high performance areas to the west, were to be re-examined, especially with an eye towards the type of structuring proposed in Zone 1. An important additional consideration was the difficult choice between the use of this valuable agricultural land for farming on the one hand, and urban growth on the other.

4. Within Zone 2, a policy of retaining as much land as possible in recreational, open space, and agricultural uses was adopted. This policy would concentrate a limited urban growth mainly within existing communities.

5. However, also within Zone 2, there was recommended the development of a small urban axis extending northward from Metropolitan Toronto towards north Simcoe County.

6. It was important to maintain the Georgian Bay shoreline, Lake Simcoe, the Kawartha Lakes, the Niagara Escarpment, and other key natural areas for recreation and open space. The Government of Ontario was particularly concerned with the preservation of stream valleys and other critical features of the physical setting.

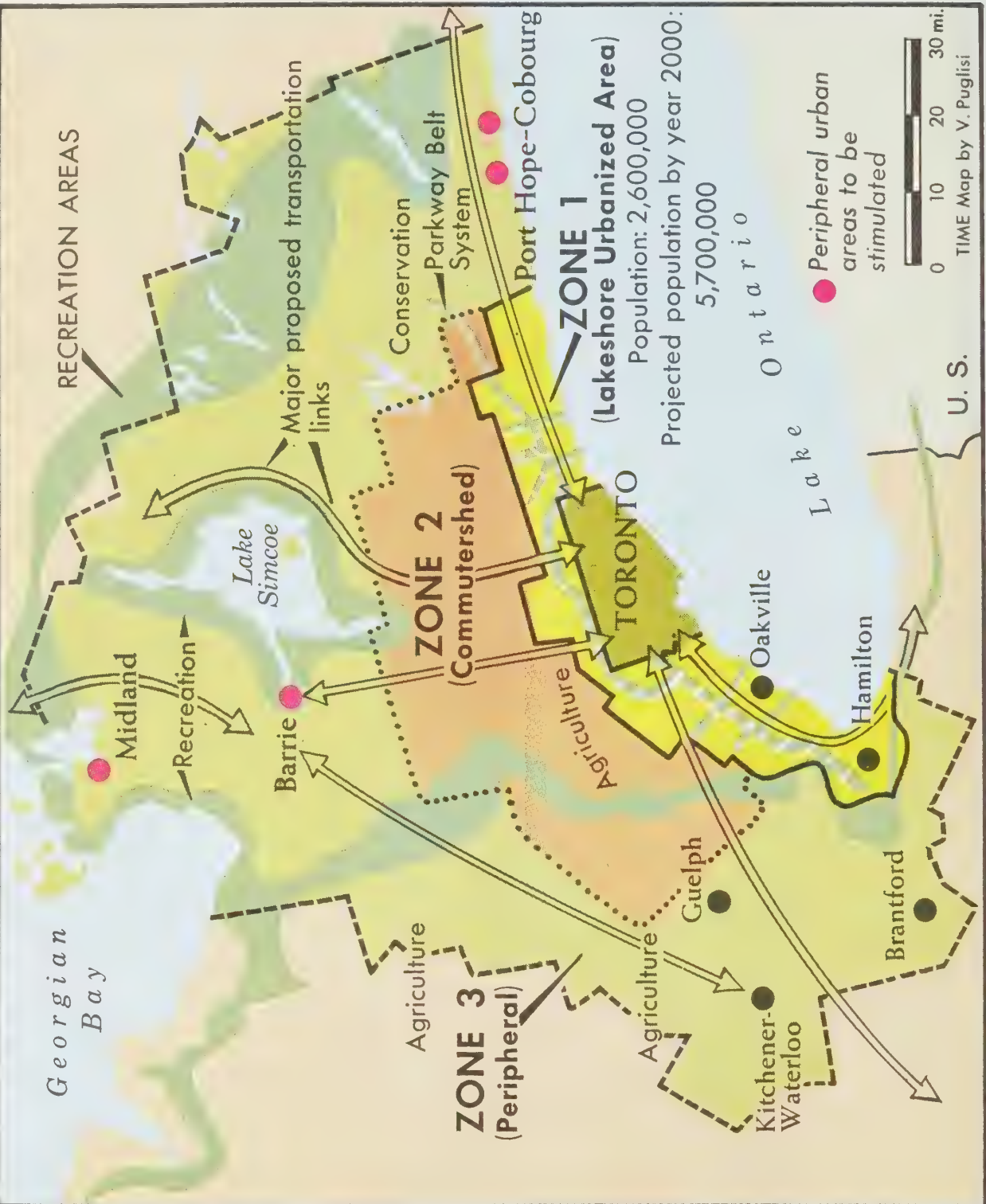
7. Finally, perhaps most important of all, there was recognition of the importance of updating earlier work with a transportation and communication plan that would articulate the proposed development Concept. The creation of an efficient transportation and communication network to buttress a development plan is one-half of the implementation process, the other half being the creation of basic policies for the social and economic environments and for the physical setting which are consistent with the overall recommendations of such a program. Although enormous progress had been made in MTARTS, a revision would be needed to reflect the new Concept.

*The Status Report.* In August, 1971, the Government of Ontario released a Status Report which contained some modifications of the original Concept as a result of public discussions and receipt of written briefs but which, on the whole, carried forward the initial objectives.<sup>[10]</sup> The appearance of both documents—the initial Concept and the Status Report—marks an extremely important first step in the realization of one of the major objectives of the Regional Development Program, which is the provision for orderly growth of the Province as a whole and of all of its regions. By discouraging the excesses of concentration of people in Toronto itself and even in Metro, we do much to accomplish two of the announced objectives of the Regional Development Program: evening out the distribution of people, and the conservation of the physical setting. The importance of the first of these to the second should be emphasized. One of the major ways of combating pollution within the physical

[10] *Design for Development: A Status Report on the Toronto-Centred Region*, Toronto, Government of Ontario, 1971.



# TORONTO REGION: A.D. 2000



Design for Development: The Toronto-Centred Region  
 (Orillia and Collingwood in north Simcoe County now are included  
 among centres where growth is encouraged. A transport link also  
 is being considered between north Simcoe County and the  
 Port Hope-Cobourg vicinity.)  
 (TIME Map by V. Puglisi; Copyright TIME Inc., 1970.)



setting is through geographic dilution of the polluting agents. If, therefore, the distribution of people is decentralized into communities as proposed in *Design for Development: The Toronto-Centred Region* and the subsequent Status Report, the problems with which the conservationist must contend are substantially reduced.

*Provision for the Future.* Another extremely important consideration of the Regional Development Branch and the Goals Planning Committee in producing the Toronto-Centred Concept is that of the future. If the present Toronto-Centred Region should become so populated as to be itself in danger of experiencing the excesses of congestion, such as have now been identified within parts of the core and immediate suburbs of Metropolitan Toronto, it will be possible to strike a new arc still farther out beyond the boundaries of the present Toronto-Centred Region, and to begin again the process of selection of key Linked Centres. Technological change, which should increase the speed and carrying capacity of vehicles and decrease both the time and cost liabilities, will doubtless favour such a strategy. With due allowance for exceptional situations, land is a resource which Canada and Ontario possess in substantial quantities—virtually unused land which can be of benefit to us all. Why not use this resource to the fullest possible degree—within the parameters of a sound conservation policy, which is wise use for our time and the foreseeable future?

Finally, it is important to maintain at all times the principle of conservation of natural resources as well as space. Therefore, any suggestion of encouragement of populations to the north and to the east must always be done in careful and full cognizance of the delicate ecological balance there and of the importance of maintaining our present recreational facilities and natural beauties. However, it has been demonstrated, particularly in parts of Europe, that a *tended* open space area in the physical setting can retain the beauty and the natural character which we find so restful upon our departures from the pressures and pavement of city living. The trees, the wildlife, the other essential rural qualities—these can be maintained. Any doubters should examine, for example, the Harz Mountains or the Black Forest of West Germany.

*Northwestern Ontario.* Whereas the problems of the Toronto-Centred Region were linked mainly with high, moderately high and average performance, those of Northwestern Ontario resulted chiefly from moderately low or low performance. These problems were particularly pressing in the social and economic realms. Although conservation of the physical setting is extremely important in this part of Ontario as elsewhere, it does not require quite such urgent attention, in this large, lightly utilized region of low population density, as the social and economic considerations. However, a few key places do merit immediate conservation attention.

*Population Problems.* The pressing problem in Northwestern Ontario of a regional development nature involves people. This single region comprises nearly 60 per cent of the land area of the province, but contains only 3.2 per cent of the population. That population increased in the Northwestern Region only 3.2 per cent between 1961 and 1966, compared with an overall provincial growth rate of 11.6 per cent. All three districts in Northwestern Ontario experienced net outmigration, especially of young people, in this five-year period. These trends have offset substantially a much rosier picture of population growth in Northwestern Ontario in the 1951-1961 decade (Fig. 2).

Furthermore, the people of Northwestern Ontario are tightly clustered within and near a very few urban places. This, despite the orientation of the regional economy to primary industries. Eighty-seven per cent of Northwestern Ontario's urban population lives in Thunder Bay, Kenora, Fort Frances, Dryden and Atikoken. The remainder of the population lives in communities of 3,000 or fewer. Nearly all rural areas are losing population, whereas urban centres are either stable or growing very slowly.

Over one-tenth of the population of Northwestern Ontario is of Indian descent, and many live in small isolated settlements which are widely dispersed across the northern portion of the region.

In education, health, and social services, the standards in Thunder Bay and some of the other larger centres are at a level comparable to the average of the province as a whole. However, these standards decline very rapidly, both in quality and quantity, almost from the geographical edges of these centres and continue to decline with the increased distance from the centres.

Despite its relatively low population and slow growth rate, the provision of adequate housing is a serious problem in Northwestern Ontario.

*Problems Involving the Economy and the Physical Setting.* Within the economic base, the mining, pulp and paper, and tourist industries dominate the regional economy, supplemented by transportation and storage industries. The regional economy is highly dependent upon external demand, especially for pulp, newsprint, minerals, and recreational resources. According to a special survey conducted by the Regional Development Branch in 1968, the United States was the market for 53 per cent of the materials being shipped out of the region, the rest of Ontario nearly 24 per cent, other parts of Canada nearly 21 per cent, and other parts of the world the very small remainder.

Individual communities tend to be predominantly *non-basic*—i.e., few such communities ship the majority of their goods and services outside the community itself. There is a tendency, in other words, for the people in such communities to

“take in each others’ washing”. Of the 23 communities surveyed by the Regional Development Branch in Northwestern Ontario, only seven were predominantly *basic*—primarily in activities which shipped their goods and services mainly outside the community.

With the exception of tourism, the leading sectors of the economy are capital intensive and becoming more so. Hence the ratio of jobs to each unit of final output is decreasing and, under present trends, will continue to decrease. Under these conditions, the only hope for improving employment opportunities in the primary industries lies in encouragement of a market so expanded that, despite this increasing substitution of capital for labour, additional employment will result.

The tourism and recreation industry is extremely important to the regional economy, ranking third after forestry and mining in terms of volume of dollar earnings and number of people employed. Some ten per cent of the regional labour force is employed either directly or indirectly by tourism. However, this industry is still in its earliest phase, depending appreciably upon scenic beauty, clear air, water and wildlife, and upon hunting and fishing. The industry is confined largely to a short summer season and, like the primary industries, depends heavily upon the United States as to market. Perhaps most serious of all, there is a shortage of available capital and entrepreneurial talent, and no modern, truly major tourist attraction has been developed and advertised, so that tourism in Northwestern Ontario tends to attract a very specialized, camping-and-fishing type of tourist. The large numbers of casual tourists, if they do not litter the landscape unnecessarily, can contribute enormously to the regional economy.

Needless to say, the preservation of the physical setting is an important issue, not only for the tourist industry but also for the general well-being of the region.

Transportation and communication networks are not yet adequately developed, and most of these communities are located a substantial distance from major markets. Relatively high costs of transportation and communication, whether in time and/or money, are definite problems to be coped with in the future development of Northwestern Ontario.

*Proposed Strategy.* The strategy which emerged to offset some of the excessive trends identified in our Analysis Phase, and to provide for an adequate participation by this region in the overall provincial economy, was twofold:

1. First of all, as has been explained previously in this book, the Government of Ontario is considering the use of Centres of Opportunity, or growth points, in order to be able to concentrate available financial and other resources of the Provincial government, and of cooperating governments and the private sector, within those areas where they will be the most effective.

2. Secondly, diverse sectoral policies were recommended which, when put into force via the urban network mentioned above, could be very useful in improving the performance of the regional economy and in improving the overall quality of life. Other such recommendations were for rural conditions, and related indirectly, if at all, to growth points.

*Centres of Opportunity.* After careful assessment of the urban conditions and trends in Northwestern Ontario, Thunder Bay was proposed as a Primate Centre, a regional growth centre which would act as a major attraction to those secondary manufacturing activities which could be encouraged into Northwestern Ontario (Fig. 14). This metropolitan area, with a population of some 110,000, accounts for almost half the population of all of Northwestern Ontario. It is not even approached in size by Kenora, the next largest town of the region, with some 11,000 inhabitants (possibly 15,000 in the urbanized area). Thunder Bay contains a number and range of functions comparable with most metropolitan areas of its size,<sup>[11]</sup> and is located at a break-of-bulk point of land and water transfer on a major transportation corridor connecting Eastern and Western Canada. Although situated on the periphery of the heavily settled area of Ontario, it is at a latitude lower than Winnipeg, Regina, Calgary, Edmonton and Vancouver, which are the core areas of their respective provinces, and is not much farther north than Montreal in Quebec. The Northwestern Ontario Development Region, which it cores (Fig. 14), is rich in mineral and forest resources, and in tourist potential. Therefore, we should logically expect that, during the next century, more attention will be given to stepping up the performance of this part of Ontario—indeed, of all of northern Ontario, which also includes the Northeastern Ontario Development Region—and to filling in what is now a partial vacuum along Canada's main East-West corridor. There is reason to believe that such an increase of attention can begin now, and could be well along by the turn of the century.

*Strategic "A" Centres.* In addition to the choice of Thunder Bay as a Primate Centre, Kenora, Fort Frances, Dryden, and Geraldton were chosen as Strategic "A" Centres,<sup>[12]</sup> meriting serious consideration for a wide range of infrastructure development (sewers, water supply, energy, transportation, etc.). These specific centres were chosen partly because of their sizes, partly because of their diversified economies, partly because of their past trends of growth, and partly because of their geographical location to serve key populations. They have populations between 3,000 and 16,000, and serve trading areas with populations, including those of the centres themselves, of 7,000 to 30,000. Although primarily

[11] But nearly twice as many establishments (actual firms). Davies, I., research on central place relationships carried out at Lakehead University and sponsored within Ontario's Regional Development Program. These figures suggest that fewer and larger establishments may emerge in Thunder Bay. The large number of small establishments which now exist there may be because there were two separate cities—Fort William and Port Arthur—at Thunder Bay until 1969.

[12] For a discussion of the Strategic Centre in Ontario's Regional Development Program, see p. 68.



# NORTHWESTERN ONTARIO DEVELOPMENT REGION

## CENTRES OF OPPORTUNITY

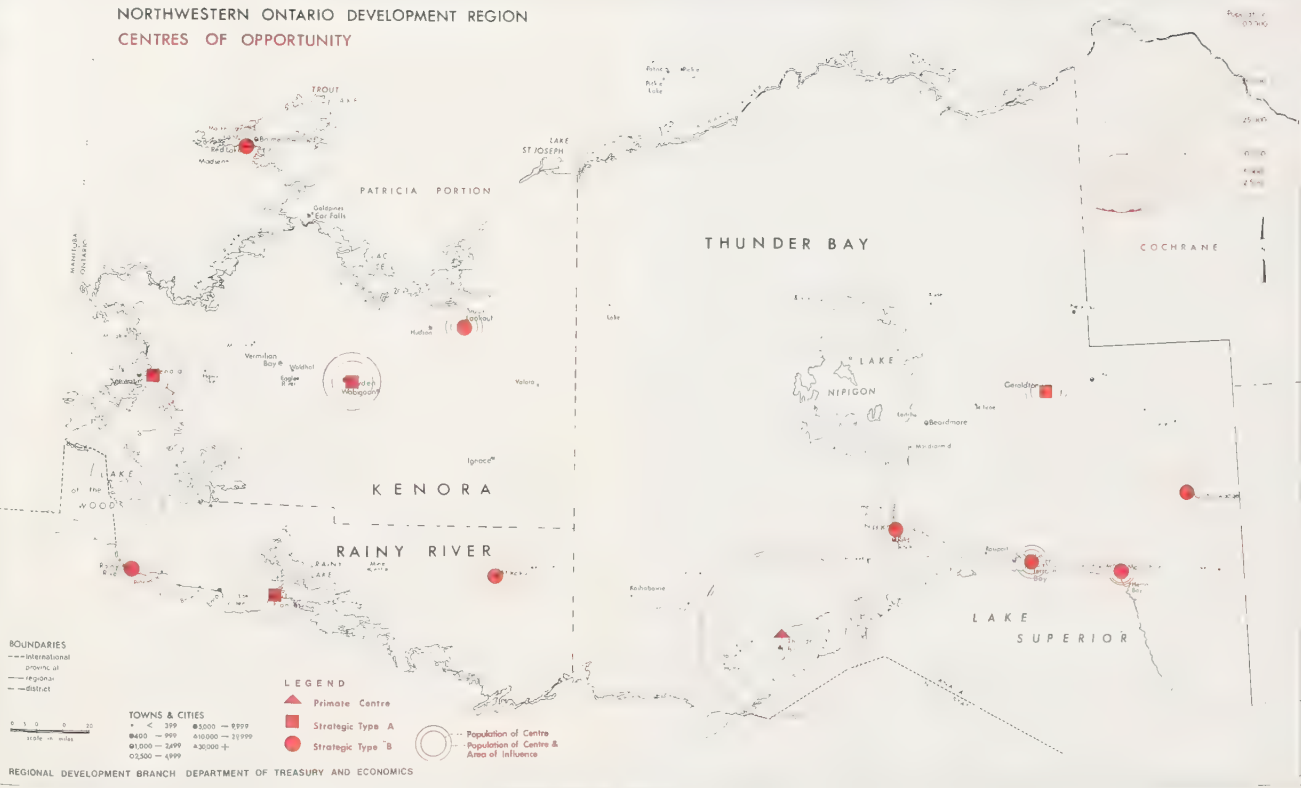


Figure 14 Design for Development: Northwestern Ontario (Centres of Opportunity)  
 Ignace now has been added to the group of Strategic Centres



resource oriented, their economies offer some diversification, and promise of even more. Each contains a good variety of retail and service functions, although not in the range of the Primate Centre of Thunder Bay. Each is accessible by road and rail, and some by air. Finally, the overall possibilities of each for growth and development are considered good, although more assistance will be needed by some than by others.

*Strategic "B" Centres.* Still a larger number of centres were classified as Strategic "B". These differed particularly from the Strategic "A" Centres in that they were dominated by a single resource-based industry, were generally smaller in size, possessed less accessibility and overall infrastructure development, particularly transportation, water and sewerage. The primary consideration in setting aside the Strategic "B" communities was lack of diversification. In Northwestern Ontario, the Government proposed Atikoken, Manitouwadge, Sioux Lookout, Nipigon-Red Rock, Marathon, Red Lake-Balmerton, Terrace Bay and Rainy River as Strategic "B" Centres (Fig. 14).

*Impact of Centres of Opportunity.* These thirteen centres—Primate, Strategic "A" and Strategic "B"—aggregately contain within themselves or their journey-to-work zones, some 90 per cent of all the people of Northwestern Ontario. Concentration of development efforts upon them, plus any additional or new centres which show specific promise of expansion or growth, either of their own momentum or with assistance based upon sound budgetary procedures, is an obvious way to improve the regional economy of Northwestern Ontario.

*Sectoral Policy Recommendations.* With respect to sectoral policy recommendations to be implemented by way of the network of Centres of Opportunity and associated rural measures, we proposed 69 specific recommendations which are listed on pages 75 to 93 of *Design for Development: Northwestern Ontario Region — Phase 2: Policy Recommendations*. These involve the full spectrum of Provincial expenditures, and provide for, among other features, the firm establishment of 18,000 new jobs in the 1971 to 1991 period, with the possibility of encouraging sufficient cooperation with the Federal Government and the private sector to triple that figure. Recommendations include the expansion of primary, secondary, and tertiary industries, including tourism. Specific improvements in both route and mode are proposed with respect to transportation and communication, not only as they affect the internal regional economy but also as they affect linkages to other parts of Ontario, other markets within Canada, and foreign markets. Strong recommendations are made to raise existing standards in health, education, and social services, especially in the rural areas where the problems are the most acute. Many of these recommendations are made with the particular view of improving conditions in the Indian communities.

A comprehensive recommendation states that measures to prevent and reduce air and water pollution should be intensified.

These 69 recommendations were not only processed through the *Design for Development* administrative structure but were endorsed for public discussion by the full Cabinet before *Design for Development: Northwestern Ontario Region—Phase 2: Policy Recommendations* was released at Thunder Bay on October 13, 1970. The Honourable Charles S. MacNaughton, Treasurer and Minister of Economics for the Government of Ontario, was joined on the platform at Lakehead University in the ceremonies for this release by the Honourable Robert Andras, soon to become the Minister of State for Urban Affairs at the Federal Government level, and by the Honourable W. Darcy McKeough, Minister of Municipal Affairs; the Honourable George Gomme, Minister of Highways; the Honourable Irwin Haskett, Minister of Transport; the Honourable Rene Brunelle, Minister of Lands and Forests; the Honourable James Auld, Minister of Tourism and Information, and the Honourable John Simonett, Minister of Public Works. Following its release, the document was discussed at many community meetings, with representatives of the Regional Development Branch in attendance.

*The Follow-Up Policy Statement.* In August, 1971, the Government of Ontario released a policy statement on Northwestern Ontario.<sup>[13]</sup> Again, with allowance for modifications resulting from public and written discussion, the Statement reaffirmed most of the proposals of the original set of Policy Recommendations. The most important changes were the addition of Ignace to the list of Centres of Opportunity, and an emphasis upon the area impact of the growth centre idea.

## Conclusions

Publication of these two sets of policy recommendations, plus follow-up reports, marks an important milestone in the short history of Ontario's rapidly emerging Regional Development Program. While they may not be perfect, each represents many hours of considered judgment on the parts of very many individuals and groups in both public and private walks of life. The Honourable Charles S. MacNaughton, then Treasurer and Minister of Economics for Ontario, made the point well on May 5, 1970, on the occasion of the release of *Design for Development: The Toronto-Centred Region*:

"In closing, I wish to re-emphasize the partnership for progress theme which I first stated more than two years ago. We—all of us—are engaged in an extremely difficult and complex process, and we shall need the best of efforts and the best of goodwill to carry it off. However, we have no choice but to succeed. By working together we can shape this Region—and, as other plans emerge, the entire province—into a truly attractive and exciting place in which to live."

[13] *Design for Development: A Policy Statement on the Northwestern Ontario Region*, Toronto, Government of Ontario, 1971.



## CHAPTER IV

### REGIONAL DEVELOPMENT AND REGIONAL GOVERNMENT

Regional development and regional government in Ontario are two distinct, but overlapping, ideas. There is much confusion about these two terms. This chapter is intended to reduce, and hopefully to eliminate, that confusion.

#### Design for Development

The original White Paper *Design for Development* is primarily a statement of Ontario's Program for Regional Development. However, on page 7, the following statement appears:

“Finally, it must be emphasized that this statement is concerned with regional development and not regional government. Any regional development structures created by this government will be such that they will not disturb the existing power and authority of the municipal and county councils within the regions. Great caution has been exercised to avoid the imposition of new forms of government. Moreover, studies are now being conducted in certain areas of the province which could lead to recommendations for adjustment in local area government. The implementation of our regional development policy will in no way interfere with such considerations of area government, but rather, could well lay the groundwork for changes which might eventually be appropriate.”

The quotation is especially significant in that it contains a definite distinction between the two ideas, yet also contains a recognition of overlap.

#### Design for Development: Phase 2

In December of 1968 the Government of Ontario released *Design for Development: Phase 2*. This document contains a speech on regional development and regional government by the Honourable John P. Robarts, Prime Minister of Ontario, delivered in the Legislature on November 28, 1968, and a statement by the Honourable W. Darcy McKeough, Minister of Municipal Affairs, to the Legislature on December 2, 1968. In his address, Prime Minister Robarts stated:

“Since Ontario is becoming increasingly an urban society, with the largest proportion of our people living in urban areas and many others employed in urban areas, I believe we shall be seeking many of our solutions in the urban centres. A substantial share of the potential of all regions of the province will be provided by the urban centres. One of the challenges in establishing our regional development plans will be to select those urban centres—both large and small—which will be appropriate growth points for the type of region in which the centre is located.

“Having reached this stage, Mr. Speaker, we have brought together two separate streams of government action: those dealing with regional economic development and those dealing with the structure of local government throughout Ontario. I am sure you will agree that the delineation of regional government areas will, in all likelihood, be centred around these urban centred growth points.

“In *Design for Development* it is clearly stated that the implementation of regional development policy of the government could lay the groundwork for changes in area government which might be appropriate. As I have said, Mr. Speaker, that moment has come. Regional government and a regional development program are closely associated. We believe that in Ontario we must have strong local government coupled with a meaningful regional development program.”<sup>[1]</sup>

In his detailed statement, the Honourable W. Darcy McKeough, Minister of Municipal Affairs, elaborated as follows:

“As the Prime Minister has said, we will use several criteria as our guidelines in designing regional governments. Five of these criteria have been spelled out in the report of the Ontario Committee on Taxation, and we accept these as entirely valid. For the record, let me say that the criteria suggested by the Ontario Committee on Taxation, and accepted by this Government are:

“One — a region should exhibit a sense of community identity based on sociological characteristics, economics, geography and history;

“Two — a region should have a balance of interests so that no one group or interest can completely dominate the region;

“Three — there must be a financial base adequate to carry out regional programs at a satisfactory level;

“Four — the region should be large enough so that local responsibilities can be performed efficiently by taking advantage of economies of scale; and

“Five — regional boundaries should facilitate maximum interregional co-operation.

“We accept these criteria as part of our guidelines for the design of regional governments.

“However, we have also adopted three additional criteria. The first of these is *community participation* and, where possible *community acceptability*. . . .

“The second additional criterion is that the *new regional government boundaries should be usable by other institutions* in the regional administration of their programs. We have two types of institutions in mind. The first includes Provincial Departments and Agencies; the second—local units of education. . . .

[1] *Design for Development: Phase 2*, Government of Ontario, December, 1968, p.6.

“The third and final additional criterion we propose is this—in cases where there are to be two tiers of Government within a region, both tiers should be designed with the same criteria.”<sup>[2]</sup>

### Basic Differences

From the above, it is clear that the programs of regional development and regional government are different, although overlapping. The Government of Ontario's Program for Regional Development is intended to maximize use of ongoing Provincial budgetary expenditures for the well-being of the people and the physical setting in all of Ontario's regions. It is applied to social conditions, to economic conditions, and to conditions of the physical setting. It is implemented through the spending agencies, whether acting singly or in cooperation with the Federal Government, in cooperation with regional and local governments, and in cooperation with the private sector. It is therefore a program which could exist without regional government.

Regional government, on the other hand, is an effort to devolve a substantial amount of Provincial responsibility to enlarged units of local government, bringing together numerous small communities into such units for that purpose. Regional government, as its name implies, is concerned largely with a readjustment of the mechanics and powers of governments themselves, whereas regional development is concerned with such broader issues as the general well-being of the people in all regions of Ontario, and with the physical setting. Regional government could exist without regional development.

Both of these terms contain the word, “regional”, and have sometimes been confused. Prime Minister Robarts, in the address to the Legislature quoted above, used the term “area government” instead of “regional government”. Perhaps the confusion between these two terms would be diminished if the precedent taken by Mr. Robarts could be used henceforth—and if we could speak in terms of regional development and area government.

### Overlap

As stated in both White Papers, *Design for Development* and *Design for Development; Phase 2*, there is some overlap of the two ideas, which will become increasingly important as the Ontario Program for Regional Development moves into the implementation stage. This overlap was stressed by Prime Minister Robarts in the passage quoted. It will become particularly important in the assistance of slow-growth sections of the Province. As Centres of Opportunity are

[2] *Design for Development: Phase 2*, Toronto, Government of Ontario, 1968, pp.1-3.

selected in these areas and efforts are made to encourage them—and, through them, encourage the regions themselves—it will be important that residents of all regions benefit from such assistance. Otherwise the selections of Centres of Opportunity would be unfair to the centres not selected. If, therefore, it is possible to distribute over an entire region the tax and related benefits from new industries which are encouraged into the Centres of Opportunity, the whole idea of Centres of Opportunity becomes much more useful. The creation of units of regional government, each of which covers a substantial geographical territory, does this to a considerable degree within each region.

Another overlap between regional government and regional development lies in the relationships among the respective regions. Development planning, especially the disaggregative planning described in Chapter I, is by its nature macroscopic, and requires large regions for satisfactory results. Each of the ten planning regions that are now being used as a geographical matrix of Ontario's Regional Development Program is, in my view, suitable in size for such planning. However, each of these regions is too large for a satisfactory unit of regional government, inasmuch as people wish to identify closely with their local and regional governments. Such identification becomes extremely difficult if the regions are excessively large. Therefore, it is desirable that the regions which are being used in the Regional Development Program be comprised of two or more units of regional government, plus as many units of local government as have not yet been converted into regional government status. This aspect of overlap is especially important in the more developed portions of the province, and emphatically so within or near Metropolitan Toronto, where the close coordination of units of regional government will be necessary if the broader objectives of the Toronto-Centred Region concepts are to be realized.

### Conclusions

To repeat for emphasis: regional development and regional government are overlapping programs in Ontario; but they are distinct, and either could exist without the other. However, they are sufficiently complementary that each will work more satisfactorily if the other is in existence. Finally, much of the confusion between the two terms could be eliminated if, following the precedent set by the former Prime Minister of Ontario, we should substitute the words "area government" for "regional government" and henceforth speak only of regional development and area government.



## CHAPTER V

### THE POTENTIAL FOR REGIONAL DEVELOPMENT IN ONTARIO

The potential for regional development in Ontario will be decided by the people of Ontario. In contributing to that decision every person, consciously or subconsciously, will be asking one question which, if answered in the affirmative, will lead to two more:

1. Do I really care about the future of Ontario?

2. If so, what kind of Ontario—in a social, economic, political and environmental sense—do I want in five years? In ten years? In twenty years? In thirty years?

3. What can I, and the other residents of Ontario, do to achieve these objectives?

#### Concern for the Future

By its action in initiating a Regional Development Program, the Government of Ontario has indicated that it does care about the future of the Province. As government policy, it reflects the thinking of the Progressive Conservative Party, which put it forward. By their statements in the Ontario Legislature and their actions elsewhere, the two Opposition Parties also have shown a keen interest in current conditions and trends, and in ways and means of identifying and solving problems arising from these conditions and trends. In principle, therefore, all three parties agree that regional development is desirable, although each doubtless would approach the idea differently, and possibly arrive at different policies.

As individuals, most of us are caught up in the daily whirl of living and making a living, and there is not much time left for other considerations. Yet, there is strong evidence that many individuals do care, and care very much, about the overall future of Ontario. Whether in the form of conversation, or letters to their representatives, or verbal and written reactions to proposed policies, these people have shown a fundamental interest in questions and problems that reach out beyond the personal orbits of their day-to-day living.

When these broader problems come into conflict with our personal aims and aspirations, we are faced with a special quandary. Many of the opinions and briefs received on policy statements to date reflect a concern over the intrusion of

public into personal matters. The authors of these briefs appear to be largely interested in whether, for example, a planning boundary line will intersect their own properties, and in what way. Yet, in subsequent discussion, most of these same individuals will agree that broader regional development planning is very necessary—and that, in the process, it is bound to affect their personal lives.

The question then becomes one of personal values. How important is a rationale for orderly development of Ontario, including its implementation, compared with an individual's own aspirations? *At a time when so many skeptical remarks are made regarding the relationship of politics to statesmanship, and of politicians to statesmen, how many of us, as individuals, are viewing the future as statesmen?* The potential for regional development in Ontario rests first and foremost with each individual's answer to that question.

Some of the findings to date of the Regional Development Program can perhaps contribute to that answer:

1. The people of Ontario are moving rapidly away from the more rural places, especially from the north and east, and into the metropolitan areas. Is this desirable or not?
2. As a result, congestion and urban sprawl are evident in some of these areas; and, if trends continue, will become more so. Is this desirable or not?
3. Many of the rural residents, including the Indian communities, do not have the same social and economic opportunities, if they care to remain where they are now living, as are found elsewhere in Ontario. Is this desirable or not?
4. Pollution and misuse of our physical setting, if present trends continue, can become serious problems. Is this desirable or not?

## Ways and Means

### Ways

If the majority of the people of Ontario agree on the desirability of anticipating the future of the Province, questions arise as to the best way or ways for this to be accomplished. Several alternatives are possible:

1. Do nothing, and allow the trends of day-to-day living to continue.
2. Plan, but only aggregatively at the small scale level—that of individual communities or municipalities, of individual departments in the Provincial or Federal Governments, or of individual firms in the private sector.

3. Create highly centralized plans like the Five-Year Plans of the Soviet Union, where most of the responsibility for both formulation and implementation of such plans rests with high and remote levels of government.

4. Bring the total resources of the public and private sectors together into a general development framework which is thoroughly discussed, both in concept and potential implementation, before it becomes policy, but which then becomes a meaningful guide line for decentralized decision making.

*Trends.* There appears to be very little support for the idea that present trends, whether recognized as favourable or unfavourable, should be allowed to continue without some kind of action in the public interest. Few of us, in our private lives, merely react to events which are thrust upon us. Instead, we plan, and some of us plan very efficiently. In public life, especially in the realm of economics, as the world has become more populous and complex, there are fewer and fewer voices calling for *laissez faire* or “hand off”.

*Aggregative Development.* We have discussed the importance of planning, whether at the community level or that of individual departments and agencies, on pages 12-14. This type of planning is of demonstrated value. However, because it affects day-to-day living in many ways, it is frequently considered by some individuals as the only planning necessary. Its shortfall is that it lacks any kind of general, province-wide rationale. Plans by individual communities and by single departments of Provincial and Federal Government simply do not automatically add up to any kind of meaningful arrangement for any of the provinces or for the Federal Government. We can compare the situation to a household. If all members of that household go their own ways, without any reference to, or loyalty to, the household itself, confusion results. In most households, although some members may be absent from time to time, there is a general routine for meals, work, play, recreation and rest. Consciously or not, individual members of the household plan their own time by that routine. Similarly, if there exists no umbrella of objectives which are generally agreed upon, communities and individual government agencies will tend to plan in isolation, and the results can be almost as serious as being governed by trends.

*Centralized Planning.* This alternative does not merit long consideration here, because it never has been acceptable in a democracy. The establishment of detailed objectives and of directed means for reaching those objectives by a remote, highly-centralized bureaucratic office, and the subsequent transfer of those directives to regional and local groups, has not been regarded favourably in Canadian history. Furthermore, as we have seen (pp. 21-22), the highly centralized experience in some Communist countries has not been fully successful even there, and both the formulation and implementation of the planning process is now being appreciably decentralized.

*A Comprehensive Program of Disaggregation and Aggregation.* The alternative which has been adopted by the Ontario Government in its Regional Development Program is that of combining a maximum degree of participatory democracy in the formulation of a set of general objectives, and the use of these as meaningful guide lines by all three levels of government and by the private sector. These objectives are reached and explained in open discussion, are stated clearly in a series of reports, and are twice subjected to intensive review at regional, community and individual levels before being hardened into policy. As has been emphasized throughout this book, such an approach is an effort to combine the establishment of general objectives with democratic procedures, and with active participation by the private sector.

### Means

An important consideration regarding the Regional Development Program in Ontario is that financial emphasis has been placed not on new expenditure but upon a careful rechanneling of existing expenditure. By and large, money is already being appropriated for the various objectives of the Regional Development Program, whether these involve social, or economic, or political, or physical aspects of the budget. Indeed, by careful reexamination of existing expenditures, it may well prove to be possible to eliminate some overlap in current expenditures.

This statement is made in particular reference to public expenditures. However, there are some qualifying considerations. For decades and even centuries, man has exploited his physical setting without sufficient attention to its day-to-day maintenance. He has engaged in mining and quarrying, and then moved on without adequate replacement of the natural features he has thereby destroyed; to a degree, he has behaved similarly regarding our forests and wild life, and has allowed and even encouraged urban areas to encroach upon land which is best suited for non-urban purposes. He has polluted some of the water and air and land that was his heritage.

Through no fault of our own, those of us who are alive today are faced with the very real problem of making some adjustment to this excess, lest we kill the goose that lays the golden egg. There will be financial costs associated with such action. Many of these will not be public costs, but will be passed on to the consumer by the private sector, as it adjusts to new designs to protect the physical setting. However, we are faced again with the hard choice of (1) "hands off"; (2) piecemeal action; (3) excessive, centralized action, or (4) a thoroughly discussed, comprehensive program. Again, the ultimate choice is with the people—especially the voters—of Ontario.



## Involvement of People

Much has been said recently about “humanizing” the planning process. This is a difficult task, because planning deals with a wide range of features, and unfortunately the range increases in direct proportion to the number of people affected.

However, I am convinced that the Government of Ontario has made a very sincere effort to date to involve the people in Ontario to the fullest degree in the regional development proposals that have been brought forward. For each region, it is producing three reports which are based in part upon direct suggestions secured from the people secured in still earlier reports. These three are:

1. An analysis of needs and resources.
2. A set of policy recommendations.
3. A set of policy statements and recommended means for implementation.

The first two of these are released publicly, and are discussed at the time of release and by subsequent meetings convened by Regional Development Councils which draw their membership from municipalities and the private sector. They are also discussed at any other meeting which any individual or group wishes to hold for this purpose. Ultimately, their merit is decided by the Cabinet, whose representatives are selected by the people.

If there is a weakness in this procedure—if there is any way in which it can be improved upon to be more democratic and yet not lose its broad general objectives which are necessary in disaggregative planning—I am certain that suggestions for such improvement would be most welcome.

## The Challenge

How will the people of Ontario respond to this challenge of a meaningful Regional Development Program? The answer is in your hands. You can make Ontario a model for the Western Hemisphere in the combination of sound planning with democratic procedures. Or you can make other decisions. The choice is yours.

Is it possible that this thought was in the mind of Prime Minister Robarts—not only for the Toronto-Centred Region, but also for all of Ontario—when, on May 5, 1970, he spoke the words with which this book is introduced?

## POSTSCRIPT

The satisfaction of active participation in a new Regional Development Program for Ontario has been especially rewarding because it has been shared with so many groups and individuals—in the Ontario Legislature, the Federal Government, the Advisory Committee for Regional Development, the Regional Development Councils, the Regional Advisory Boards, the participating universities, and many other organizations and individuals who are keenly interested in the orderly and rational development of the province. In particular, Mr. H.I. Macdonald, Deputy Treasurer and Deputy Minister of Economics, and Mr. D.W. Stevenson, Executive Director of the Policy Planning Division in the Department of Treasury and Economics, have been constant sources of inspiration, encouragement and advice.

However, this book is gratefully dedicated to the staff of the Regional Development Branch of the Department of Treasury and Economics in the Government of Ontario, whose sense of commitment to an idea is extraordinary. Association with this group has been, in itself, a stimulating and satisfying experience. I trust those whose names are not shown here will understand that they, in truth, are included along with Mrs. M.B. Levitt, John Spender and Peter Branch. Mrs. Beverly Heinz, my secretary for the entire period of service as Director of this Branch, merits a special citation.

Finally, to my successor and good friend, Mr. S.J. Clasky, the current Director of the Regional Development Branch, I offer the very best of good wishes—and *bon voyage!*

## APPENDIX

### Evaluation Stage (Step Two) Ontario Regional Development Program

#### Indicators of Performance, 1951-Present, or Years for which Data are Available

##### Relative Change

##### *Population*

Total Population\*

Urban Population

Rural Population

Rural Farm Population

Rural Non-Farm Population

Population Density

Population 20-64 Years of Age

Population 65 Years of Age and Over

Total Population by Townships

##### *Education*

Population 5 Years of Age and Over (Not Attending School)  
with 1-8 Years of Schooling

Population 5 Years of Age and Over (Not Attending School)  
with 9-12 Years of Schooling

Population 5 Years of Age and Over (Not Attending School)  
with 13 + Years of Schooling

\* Considered for two different year periods and hence as two indicators.

***Labour Force***

Total Labour Force

Participation Rates

Male Participation Rates

Female Participation Rates

Labour Force in Primary Industries

Labour Force in Manufacturing Industries

Labour Force in Construction Industries

Labour Force in Tertiary Industries

***Income***

Average Personal Income

Average Household Income

Proportion of Households with Annual Incomes of Less than \$3,000

Proportion of Households with Annual Incomes of \$10,000 and Over

***Agriculture***

Total Number of Farms

Total Farm Area

Total Farm Cash Receipts

Farm Capital Value

Value of Land and Buildings

Value of Land and Buildings per Acre

Value of Machinery and Equipment

Value of Livestock and Poultry



Total Number of Commercial Farms

Number of Commercial Farms with Cash Receipts \$2,500–\$9,999

Number of Commercial Farms with Cash Receipts \$10,000 and Over

***Mining***

Total Value of Production

***Manufacturing***

Total Employment in Manufacturing

Total Value Added in Manufacturing

Value Added in Manufacturing per Employee

***Construction***

Total Value of Building Permits Issued\*

Per Capita Value of Building Permits Issued

Value of Building Permits Issued for Residential Construction

Value of Building Permits Issued for Industrial Construction

Value of Building Permits Issued for Commercial Construction

Value of Building Permits Issued for Institutional and Governmental Construction

***Retail Trade***

Total Value of Receipts in Retail Trade

Per Capita Value of Receipts in Retail Trade

Number of Stores in Retail Trade

Number of Employees in Retail Trade

\* Considered for two different year periods and hence as two indicators.

*Wholesale Trade*

Total Value of Receipts in Wholesale Trade

Per Capita Value of Receipts in Wholesale Trade

Number of Locations in Wholesale Trade

Number of Employees in Wholesale Trade

*Service Trades*

Total Value of Receipts in Service Trades

Per Capita Value of Receipts in Service Trades

Number of Locations in Service Trades

Number of Employees in Service Trades

*Absolute Change*

Total Population

Urban Population

Average Personal Income

Retail Sales Per Capita

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